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So They Said

To the Classes of 1939

• In the free and gradual development of man's creative powers lies the hope of a distant future.—PRESIDENT JAMES B. CONANT *at Harvard University.*

• The terms reactionary, conservative, liberal and radical are dum dum words to assassinate men and then to plant bitter onions on their graves.—HERBERT HOOVER *at Earlham College.*

• Life means a growing response to enlarging responsibilities, enriching loyalties, and greater duties. Life is going from living at ankle-deep water to deep river.—DR. JOSEPH R. SIZOO *at Cornell University.*

• The present danger to our democracy lies in the possibility that we ourselves will discredit the democratic system or permit it to become atrophied through lack of use.—CHARLES MERZ *at Colgate University.*

• What security is there for our cherished institutions when you begin to think of people as a mass of sheep, subject to the propaganda of the clever or the kindly ministrations of the wise.—CHARLES PHELPS TAFT *at Bryn Mawr.*

• No laws or political slogans or labor union rules or international codes can in themselves support a high standard of living or a program of social security. The foundation on which these desirable structures can be supported is an efficient and profitable production of things people need and are willing to pay for.—DR. KARL T. COMPTON *at St. Lawrence University.*

• An excessive solicitude of material things is the principal cause of our current social and economic ills.—VERY REVEREND JAMES F. KELLEY *at Manhattan College.*

• Do your own thinking, have the courage of your convictions, take long views and keep your faith in the invisible and intangible things. . . . And now I take my leave.—PRESIDENT WILLIAM ALLAN NEILSON *at Smith College.*

• In no recent period of history has there been a greater challenge, opportunity and need for trained minds in every field of endeavor. You are to be congratulated on the challenge that awaits you.—DR. WILLARD C. RAPPLEYE *at Trinity College.*

• Discipline is the well-tempered working together of many minds and wills, each preserving independent judgment, but all prepared to sink individual differences and egotisms to attain an objective that is accepted and understood.—PRESIDENT FRANKLIN D. ROOSEVELT *at West Point.*

• For any interpretation of human history there are two necessary assumptions. One is that there is such a thing as a moral order, and the other is that progress is possible. Without these two assumptions civilization could not exist.—PRESIDENT NICHOLAS MURRAY BUTLER *at Columbia University.*

• If you take the negative position of a skeptic you can logically argue yourself out of existence.—PRESIDENT ROSWELL GRAY HAM *at Mount Holyoke.*

• The world is full of well-meaning fellows who never get anywhere and never do anything worthwhile because they never start. CHAPLAIN IRVING H. BERG *at New York University.*

• Americans must get their discipline of body and mind from themselves, each man his own drill sergeant, suspecting any intention that does not require self-denial.—PRESIDENT DIXON RYAN FOX *at Union College.*

• Of all money expended by the government I can think of little that could be used here more advantageously to the happiness and cultivation of the people than that devoted to a national theater.—PRESIDENT HENRY NOBLE MACCRACKEN *at Vassar College.*

• What of our domestic and economic problems if their solution should be left to recriminatory high pressure groups, winning the votes of a docile citizenry which is ready alternatively to howl with the wolves or screech with the parrots?—PRESIDENT CHARLES SEYMOUR *at Yale University.*

• Democracy has a right to expect that you will accept the responsibilities of leadership in her behalf, that you will return to her payments in public service beyond what the tax collector can exact. . . . In meeting your nation's need you will find your antidote to frustration.—PRESIDENT HAROLD W. DODDS *at Princeton University.*

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J. Winton Lemen

CONFERENCE PRESIDENTS AT BUFFALO

Left to right: *Top:* C. M. Bookman, 1932; Allen T. Burns, 1921. *Middle:* William J. Norton, 1925; Owen R. Lovejoy, 1920; John A. Lapp, 1927. *Seated:* Edward T. Devine, 1906; Gertrude Vaile, 1926; Paul Kellogg, 1939.

Other past presidents attending the Buffalo conference but not in the photograph were Miriam Van Waters, 1930; William Hodson, 1934; Katharine F. Lenroot, 1935; Solomon Lowenstein, 1938.

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SURVEY MIDMONTHLY

JULY 1939 VOL. LXXV NO. 7

"Democracy Must Be Made to Work"

By GERTRUDE SPRINGER and KATHRYN CLOSE

TO the long and honorable history of the National Conference of Social Work was added in mid-June an annual meeting which even faint praisers admitted was "good," and enthusiasts acclaimed as "great." It is hard to say just what combination of factors gave this Buffalo meeting its undeniable quality. There have been conferences with more comfortable physical facilities, with larger attendance, with more "big names" on the program; but there have been few, in the past decade at least, that seemed to yield such satisfying rewards to those who participated in them. Unquestionably there was unity here, "but without uniformity," someone quickly added; and there was a good salutary dash of humor, exploding pious clichés and pompous phrases. There were adult differences, reasonably expressed, but no acrimonious clashes.

The social workers at this conference, where 5774 were officially registered, seemed more relaxed and less defensive than at any time since the depression turned their professional world upside down. They know they are under public fire, not because of what they themselves do or don't do, but because the public does not like and is a little afraid of what they represent. For the first time they are taking public disfavor in their stride and not being personally upset about it. Their major concern was not with themselves or with what anyone thinks of them but with making things work, and that went all the way from the principles of democracy to staff relationships. They were eager for understanding and competence within their own horizons, but a little less eager it seemed when those horizons were stretched into economic and industrial areas tangent to their experience.

If there was one faith and one hope that ran through every strand of this conference it was faith and hope in democracy. Events in far away places cast a long shadow over the whole great meeting. Democracy does not need to be defended, but it must be made to work and the place to start is at that level of American life that has realized least from its promise. The word itself appeared in the formal titles of some twenty-four conference addresses, but it cropped up everywhere in terms of social well being. How to realize its ideals and make them flower in the lives of all the people was the question that ran in and out of every meeting, whether concerned with a national policy in industrial relations or with children in an institution.

EVERY CONFERENCE HAS A CERTAIN quality of spirit, an over-allness that comes out in its meetings large and small, and in what someone called its "corridor contacts." But it is also a great agglomeration of human beings earnestly pursuing their individual purposes. To a casual observer, untutored in the labyrinthine social organization of the country, the national conference has certain aspects of a slightly mad beehive with hordes of people, meeting-bound, swarming out in all directions at certain hours and at others swarming together again, laden with such mental spoils as they have garnered. That there is order in the apparent confusion is due to two things: first the careful detailed planning of arrangements checked and double-checked by local committees and by the conference staff headed by the unfailingly cheerful and tireless Howard R. Knight; second, to that extraordinary document—the conference program—which enabled anyone who could read the English language to locate any one of the 280 meetings at Buffalo or to trail any one of the 670 speakers to his lair, however remote.

Arrangements at Buffalo turned out much better than had been anticipated. Meeting halls were somewhat scattered but on the whole adequate. Hotels were comfortable, taxis were cheap and the weather was blessedly cool. There was occasional congestion at the headquarters hotel where registration, exhibits and various conference services located on the seventeenth floor put a strain on sheer standing room to say nothing of elevators. But social workers are good-natured folk, accustomed to taking their luck as they find it, so if an elevator wasn't going where they wanted to go they went where the elevator was going, and in the long run it all worked out to a fair average.

Real heroes of the occasion were the elevator boys who never lost their dignity however many earnest conversationalists fought their way in and out of cars at floors they had no desire to be—and never stopped talking. Villains of the occasion were the amplifiers which seemed to go off and on at their own sweet will and at least once actually switched speakers so that an audience facing a woman speaker found itself listening to a powerful male voice, while an audience two rooms away gazed at obviously a basso profundo while a soprano voice filled the room.

A conference, of course, is people but it is also meetings. It might be fun to go to a conference that had no meetings—certainly it would be easier to report—but it wouldn't be a conference. As a matter of fact there is more order in the welter of meetings that make up the National Conference of Social Work than is apparent to the tyro cast into them for the first time—and every conference, it must be remembered, is a first for two thirds of the people attending it. The meetings of the week fall into three general classifications: those organized by the conference itself; those organized by its associate and allied groups; those that are extramural so

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far as organized auspices are concerned, called on the spot for a special purpose.

Conference proper meetings, only about a third of the full list of the week, are divided into three groups: first, general sessions where topics of concern to all are presented; then section meetings which turn, through several sessions, on five major fields of activity, case work, group work, community organization, social action and public welfare administration; and third, special committees, twelve in number this year, set up within the conference frame-work to develop some particular subject.

The associate and allied groups, national agencies for the most part, organize afternoon, luncheon and dinner meetings, perhaps only one or two, perhaps a full program sometimes beginning the week before and extending over several days, using the opportunity offered by the conference to bring people together in their specialized fields.

Finally there are the extramural meetings where social workers as individuals gather to urge action of one kind and another. The conference itself is a deliberative, not a resolving body.

Thus, while it may seem, during the crowded conference week that meetings are going off in all directions at once with no special relationship to each other, there is after all an orderly pattern behind them. There is admittedly some duplication and a good deal of scattering of material. For example, take the subject of children. County workers, as a rule, are charged with responsibility for administering a program for children, whatever their single or several disabilities. But at this conference there was no whole child. There was the dependent child, the child in an institution, the blind child, the sick child, the crippled child, the defective child, the delinquent child and so on and on, but the worker who was concerned with a whole program for the child and not for just a piece of him, had hard going.

WELCOMED BY MAYOR THOMAS HOLling and Chairman Eugene Warner of the Buffalo committee, the conference opened Sunday evening with Edward L. Ryerson, Jr. of Chicago, vice-president, in the chair. In his presidential address, Paul Kellogg of New York used his native Middlewest as a sounding board for a call to recapture American footholds for livelihood and citizenship in the face of the attacks made upon democracy everywhere.

One hundred years ago, thanks to the Erie Canal, Buffalo was a human water gate through which streams of settlers poured into the great central valley. They stemmed from rebellion (against king or church, landlord or penury). They uprooted stumps, broke sod, overthrew the wilderness; but they also raised their barns together, laid corduroy roads together, built schools together. Then it was, he pointed out, that individual initiative was crossed with team play—a blend of two strains that have upset doctrinnaires and standpatters ever since.

He traced the struggle for footholds not only in pioneering but in shaking off the cramp of old laws and social institutions, and in checkmating the new human waste and misery which came with the spread of industrialism. It was at Buffalo thirty years ago that this conference set going a committee which in 1912 brought in a report that forecast safeguards and standards we are hammering out today under the Wages and Hours Administration and the new Federal Security Agency.

But, he went on, to protect our footing when industry itself breaks down has been the stiffer challenge of the 1930s. Worklessness rips the ground from under democracy; and mere business recovery will not see us clear. With bills hanging in the balance at Washington, his charge was to rally behind federal grants for public assistance, behind the WPA and the social insurances, behind our modern team plays in shaping industrial standards and relations.

Nonetheless, he concluded, the very forces that have played into the depression are charged with hope. Thanks to applied science, modern invention, organization, an accession of wealth and well being, vaster than the old frontier, is within the reach of the American people if we find ways to handle it so that the whole level of the common life goes up. There social workers, who have helped meet the brunt of industrial collapse and mass unemployment, can count afresh.

AT THE GENERAL SESSION ON THE FOLlowing night a large audience, unwearied from its first day of "program chasing," greeted three speakers, Solomon Lowenstein of New York, George N. Shuster of Glenbrook, Conn., and Judge Florence E. Allen of Columbus, Ohio. From the approach of three great faiths, the three speakers addressed themselves to the theme, "The Call of Our Great Traditions," Mr. Lowenstein discussing our tradition of hospitality to oppressed people, Mr. Shuster our traditional respect for the rights of minority groups and Judge Allen our tradition of civil liberties which the Bill of Rights brought into the constitution itself. It is impossible to do more here than to mention the moving quality of each of these addresses. Brief excerpts elsewhere in this report only suggest the flavor of their content.

Given the limitations of space, excerpts too must do for the speakers on Tuesday night where the topic was "Health Ahead—A National Program." Here Josephine Roche of Denver, chairman of the President's Interdepartmental Committee to Coordinate Health and Welfare Activities, presided, giving a brief resume of the events that led up to the formulation of the National Health Program now in legislative form in the Wagner bill.

The paper of Dr. Thomas Parran, surgeon general, U.S. Public Health Service, was read in his absence, occasioned by his father's death. Dr. Parran pleaded for medical care as a necessity of life, outlined the need for a comprehensive program, delineated its objectives and marked as its goal "the conservation and development of our most precious asset—the human resources of the nation. . . . Our first task is to minimize the risk of illness, to reduce its amount. This is more important than spreading the costs. Yet I believe that group payment of the cost of medical care through taxation or insurance or both, is an important factor in any complete national health program."

Dr. Parran's statement of medical and health needs was in large terms and large figures. Helen Hall, president of the National Federation of Settlements, drawing on the federation's latest countrywide study, brought these down to actual families known to neighborhood workers, families of low income, struggling to pay their debts, two thirds of them found to have no family doctor; worse off, so far as their health needs are concerned, than families on relief.

By Wednesday night, conference feet had begun to assert themselves and brain fag to set in. Weariness was forgotten however by the huge audience which turned out to hear Mayor Fiorello H. La Guardia of New York who flew to the conference for an extra special meeting and was off to Washington the same night after giving it what was in effect a shot in the arm. There was—no one quite knew why—very little in the scheduled program about the "business of relief," including the critical condition of WPA. But New York's doughty mayor put it in—with a punch—and his hearers cheered his vigorous utterances and hurried off to the nearest telegraph office to tell their representatives in Washington how they felt.

An independent meeting to urge Congress to continue WPA and NYA without curtailment, drew a large and urgent crowd. Lea A. Taylor of Chicago Commons presided. "We are here because we believe in WPA" said William Hodson of New York to the "friends who have assembled here by a process of spontaneous combustion." Addressed by Mr. Hodson, Harriet Vittum of Chicago, Joseph Allison of

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President Paul Kellogg

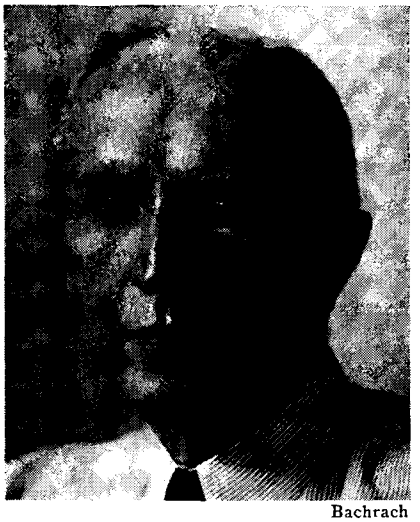
Buffalo and Points West

THIRTY years ago, beginning at our Buffalo Conference in 1909 and coming to a head in Cleveland in 1912, social workers boxed the compass of industrial hazards. Perhaps for the first time they correlated the principle of the industrial minimum not only with a living wage but with hours, with housing, with safety and health, with child labor; not only with workmen's compensation but with old age pensions and unemployment insurance.

Principles and standards then forecast are being hammered out today through the Wages and Hours Administration, our industrial hygiene bureaus, the assistance, insurance and compensation services of the Social Security Act.

These were objectives a Republican Roosevelt wanted mightily to come back and work for. They are objectives a Democratic Roosevelt has helped mightily to set in motion. These are objectives which social workers, close to the ground, have espoused for thirty years and more, along with their next of kin—the applied economists, the health experts; along with progressive lawyers and business men and labor leaders and citizens.

There are Democrats and Republicans among us; those to the right; those to the left. In all the discussion of these moves, it is about time for all of us as social workers to disassociate them in our minds from the misapprehension that they are merely offsprings of the New Deal; time to look at them in the light of our own history; time to consider them on their merits as constructive measures for human conservation. And it is high time to get the people in our communities and our states to see them straight in the same way.



Bachrach

We can share in the enthusiasm of our Democratic friends—for it was their imaginative party leadership, with the shove of the depression behind it, that put government to work as a friendly agency of the general welfare and set these moves going that had long been stuck in the grim preoccupation of the war years; the gilded preoccupations of the boom. We can share with our Republican friends not a few of their criticisms of particular measures, for these are new models for social enterprise, new frames, new engines. But when anyone of any party talks of degrading or ditching them, they can be called neither Republican nor Democratic. They are reactionary.

They are going back on moves that give new underpinnings to life and liberty and the pursuit of happiness among us. They would revert to the days when we did not know any better; when we failed to see that the future of our growing industrialism, no less than that of our citizenship, hangs on the protection and well-being, the chance and competence to live and to work, the earning power and the purchasing power of our people. Their counsels are like advocating that we should let the Mississippi bottomlands lapse again into swamps; and for the rest, let desert creep over the prairie states.

Pittsburgh, and Frank Bancroft of New York, the meeting was characterized by "outraged reason" through which ran a strong undercurrent of emotion. Resolutions forwarded to Congress were framed as appeals rather than demands, couched in calm, deliberate phrases which, however, carried the full weight of the social workers' faith in the WPA and NYA programs and their certainty of what curtailment would mean to helpless human beings.

On Friday evening the whole conference gathered again in the flag-draped auditorium to hear Josephine Wilkins of Atlanta, president of the Georgia League of Women Voters and a member of the Citizens' Fact Finding Committee of Georgia, and Paul J. Kern, president of the Municipal Civil Service Commission, New York City. Miss Wilkins told how everyday lay organizations in her state, churches, service clubs, fraternal orders, went to work collectively to find out what was the matter with Georgia, to establish facts out of which may grow a new economic and social program. A charming speaker, Miss Wilkins pointed out that the whole venture has a broad meaning, "a bearing on democracy itself." Mr. Kern took his audience for a tour of the spoils system and a look at the shambles it creates. Civil service, he holds, while not perfect, is the only way to protect the public welfare services from marauding politicians.

At the final conference session, a luncheon on Saturday, the speaker was Dr. Alice M. Masaryk, former head of the Czechoslovakia Red Cross and first president of the International Conference of Social Work, who had come to America especially for this meeting. Dr. Masaryk spoke with deep feeling. On those grave lips the word democracy had poignant meaning—moving her audience to the tribute of a moment of utter silence as she concluded, "An eternal soul cannot be indifferent to an eternal soul. A spiritually free nation cannot be indifferent to a nation spiritually free. Good speed. Good luck. God bless you."

While not, strictly speaking, a general session of the conference the "laymen's dinner" on Tuesday night rose by its own merits to practically that status. Planned for board members and other persons concerned unprofessionally with social work and social agencies, the professionals heard about it and if they did not actually pack the meeting they certainly packed into it—right to the doors. Edward L. Ryerson, Jr., president of the Community Fund of Chicago, Inc., spoke of amateurs and professionals, rejecting the attitude that any program in social work, whether new or old, public or private, does not need the active participation of laymen. Sidney Hollander of Baltimore, president of the National Council of Jewish Federations and Welfare Funds, gave his audience the witty side of his tongue in his address, "Confessions of a Board Member," but his caustic wit did not conceal his concern over conditions as they exist today or soften his charge to his fellow board members that in not facing their full obligation "we are failing our agencies; we are failing ourselves."

THE SECTION AND COMMITTEE MEETings that fill the morning hours every day are the backbone of the conference. Here is where people look for the particular things they want out of the conference; here are the papers and dis-

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cussions that afford a real measure of the content of the whole program. Many months before the Buffalo meeting, conference headquarters had gathered suggestions from the field at large on what the social workers themselves actually wanted when they came to Buffalo; what they wanted to hear talked about at the conference and by whom; what they wanted to talk about themselves. The result of this inquiry, shaped up and dovetailed by committees in each section, was clearly evident at Buffalo. The programs had content and timeliness, with less of esoteric theory than in certain other years and more of the realities of social work practice. Younger workers, and there were many of them present, found what they wanted and liked it. As a result there was much less straggling in and out of meetings, much less "shopping around."

Clearly it was practice that the social workers at this conference wanted, light and leading in making principles work whatever the setting. That is why, or so it appeared to these observers, that the case work and group work sections drew their large attendance. Many younger workers seemed to take these sections like an institute with a particularly bright constellation of leaders, and worked at them through the entire week.

Perhaps this is as good a place as any to drop in a handful of figures on the attendance at various meetings as an index of currents of interest in relation to topics and speakers. Estimates were made by the supervisors assigned by the conference management to each building where meetings were held. A word is in order about these supervisors. They were men of the Forty-Plus Club, formed under the wing of the New York State Employment Service, all of whom in the past had held well paid executive positions. Their services had much to do with the generally smooth functioning of the meetings and afforded the conference management for the first time an estimate of attendance at widely scattered sessions.

Coming back now to figures, picked more or less at random from reports of the first day's sessions, held at various hours:

Problems of Interstate Migration	170
Social Work Publicity Council	230
Community Organization	300
National Federation of Settlements	300
Public Welfare Administration	300
Education for Social Work	500
Social Aspects of Children's Institutions	520
Trade Unions in Social Work	540
Child Welfare League of America	550
Group Work	550
Rural Social Work	700
Social Action	900
Case Work	1000

This proportion of attendance to subject matter seemed to run pretty consistently through the whole week, though occasionally a figure went skyrocketing, for example at the Tuesday afternoon meeting of the American Association of Psychiatric Social Workers which drew close to 1200.

Mayor La Guardia of New York, arriving at the Buffalo airport, gives his address a last look before turning it over to the press represented by Frank Murphy, assistant, and Harold P. Levy, director of the conference press service

"WE are a great democracy now. We have established, safely and fundamentally, individual freedom, freedom of speech, freedom of the press and freedom of religion, and that is our great boast to the whole world—it is our greatest heritage. But, my friends, you can't enjoy these freedoms on an empty stomach. And there is no use boasting about our freedom unless we provide economic security for all the people so that they have the fullest measure of enjoyment of the freedom that our form of government can give to every individual."—FIORELLO H. LA GUARDIA

It is obviously impossible in this overall chronicle of the events of conference week to do justice to the section and committee programs. Indeed it is only possible here to indicate their content with some allusion to a few of the contributions that aroused particular interest—and this with full and regretful realization that many equally notable contributions must be passed over.

THE SOCIAL CASE WORK SECTION, chairman, Prof. Florence R. Day of Western Reserve University, Cleveland, came out of its first meeting with the boast that any paper presented anywhere the rest of the week would have to "go some" to surpass in closely reasoned philosophy and realistic application that of Dorothy C. Kahn of Philadelphia on "Democratic Principles and Public Assistance." Right up to the end of the conference the case workers maintained that their section had produced the "best paper of the week," though they admitted that there were quite a few others that they had not heard. Miss Kahn, a case worker seasoned in private and public practice, spoke less of the techniques than of the spiritual aspects of the case work process and its functioning in relation to people who have undergone "the spiritual disfranchisement of dependency." Out of deep insight and long experience came her observation; "There is no more challenging social disability or emotional situation than that of loss of self-maintenance."

On Tuesday this section divided itself into five groups for specialized discussion of case work techniques. After coming together again for a general meeting on the ways in which the case worker, through everyday contacts, can learn to know the child, his thoughts and his feelings, the section again broke up into five groups largely concerned with reports of specific experience in the field of case work. At another session papers were presented in response to a demand from the field for material illustrating good case work practice, what it is, how it is done, and an evaluation of results. The final session considered the adolescent, the stresses he is under and efforts to deal with him in direct and indirect treatment. Notable for the humor overlaying its shrewd observations was the talk recounting the experiences of an educator given by Fritz Redl, education adviser of the

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Cranbrook School, Bloomfield Hills, Mich.

BUFFALO WILL GO DOWN AS A FOUR-star show as far as group workers are concerned. To begin with, it marked the rounding out of the fifth year, as a full-fledged member of the conference, of the Social Group Work Section, chairman, Lucy P. Carner, Chicago. And as it enters upon its sixth year its first chairman, Grace L. Coyle, becomes the president of the conference itself.

Three major themes were developed in the program of the section: the democratic, the scientific, and the educational process in group work.

High point in the conference for many delegates was Eduard C. Lindeman's profoundly moving address in which he undertook to create a set of criteria by which to test both our pretentions and our performance as agencies and as agents of democracy. The fact that he was unable to complete his analysis and that the dinner meeting of the American Association for the Study of Group Work at which he continued to develop his theme was a "standing room only," added further testimony to the social significance of his statement. Theory, however, by no means held the center of the stage. At least four carefully documented descriptions of group work in which a deliberate attempt was made to square practice with the democratic ideal were reviewed before well attended meetings.

A theme that recurred at frequent intervals in this section turned on the discovery and development of a scientific basis for group work. Most talked of here was the brisk, staccato treatment which Dan Adler, of the Child Welfare Research Station of the University of Iowa, accorded "An Experimental Approach to Group Work—Democratic, Autocratic and Laissez-faire Social Atmospheres." The way in which this almost severe scientific study harmonized with the earlier theme on democracy lent added significance to its findings. Throughout the entire program the influence of the social scientist was everywhere apparent—in the discussion of the indigenous leader; of grouping practices and of the narrative record; and particularly in the two discussions, under the leadership of Neva R. Deardorff of New York, devoted to "Some Experiences in Evaluating Group Work Agencies."

Accorded first place at the first session of the section's program was a consideration of the problems of the young adult when Owen R. Lovejoy of the American Youth Commission and Joseph Cadden of the American Youth Congress outlined the problem and Clara A. Kaiser of New York and Neva L. Boyd of Northwestern University described experiences in working with this age group.

Of special significance too was emphasis upon the use of the arts in group work. At no conference program in the last five years has this received such major attention. One of the sessions, held jointly with the National Conference of International Institutes and the National Institute of Immigrant Welfare, afforded a wide consideration of the role of different cultural backgrounds in the creative arts and crafts programs of agencies engaged in group work.

A realistic analysis was made of the "Possibilities and Limitations of Vocational Education and Guidance in a Group Work Agency." With schools and state employment service agencies assuming larger responsibilities in this area, the need for redefinition and rethinking of group work responsibilities and relationships in this field has become acute.

The several sessions and the annual

The Call of Our Great Traditions

SOLOMON LOWENSTEIN, *past president, National Conference of Social Work; executive vice-president Federation for the Support of Jewish Philanthropic Societies of New York City.*

Surely one of the fundamental conditions of the American system is tolerance and understanding of the differences among men, the creation of an opportunity for the free expression and development of these differences so long as they contribute to a common whole beneficial to all, a respect for the individual soul of man as embodied in our Bill of Rights and in our Constitution as a whole. . . . When the immigration of Jews into this country began . . . they brought with them a tradition of liberty and equality, of communal ideals and social justice comparable and in effect in largest degree similar to or identical with the great tradition of America. . . .

They were Americans without any hyphenization of any kind. As rapidly as the law would permit, they could with wholehearted sincerity accept the privileges and responsibilities of American citizenship. . . . The overwhelming majority of Jews, as I believe to be true of the overwhelming majority of Americans generally, are devoted to the democratic ideals and will make their contribution to this country's political life through the form of democratic expression. . . .

GEORGE N. SHUSTER, *associate editor, The Commonweal, Glenbrook, Conn.*

I am impelled to believe that the permanent substance of our minorities is religious. It is because Catholic, Protestant and Jew clung to views of life endowed with permanent sacredness that the decision to defend views at all could awaken enthusiasm and summon forth resolution. They have quarreled plentifully and angrily; they have hurled fierce names at each other in the name of God; they have indulged in mutual slander and vituperation. But at bottom all were agreed upon the right to believe, and therefore that right survived. . . .

A Catholic cannot do otherwise than be sincerely grateful to the Protestant for the uncompromising defense of religious freedom which he undertook; for without that defense, Catholics would never have been able to hold their ground. And every Jew understands that the principal guarantees of his continued liberation is the fact that Christians must of necessity keep the state untainted by attempts to subordinate the worship of God to the whims of majorities or minorities.

FLORENCE E. ALLEN, *judge, U. S. Circuit Court of Appeals, Cleveland, Ohio.*

In all departments of life, faith is the essential element. . . . If the living traditions of America are to be a vital force in our government, we must believe in the ideals which they embody. Today . . . the political philosophy has not yet been constructed which enables (the) Constitution to be the living essence of our government. Politically, the American people are as a church which has a creed but no faith. . . . In the Bill of Rights for the first time in history, and to a degree never before stated, freedom of inquiry was guaranteed to every resident within our borders. . . . It has been enforced in ringing declarations in the Supreme Court, but in the lower tribunals and in the hearts of the people the First Amendment has not been properly enshrined. Never until police officers, mayors, legislatures, governors, and plain citizens understand and believe in the First Amendment as an article of faith, will it be actually as well as in the words of the instrument, the supreme law of the land.

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dinner meeting of the American Association for the Study of Group Work tied in closely with the program of this section, notably in a symposium led by Grace L. Coyle on "Scientific Backgrounds of Group Work" in which a biologist, a psychologist, and a sociologist participated. Among various reports presented was that on an extensive survey, "The Content and Administration of Professional Education for Group Work" under the chairmanship of Anne Elizabeth Neely. Plans were announced for the preparation of a companion volume to "New Trends in Group Work" which made its debut at Seattle last year. This second volume, to contain detailed descriptions by practitioners, is calculated to show "how group work works." Announcement was made at the dinner meeting that Eduard C. Lindeman's forthcoming monograph, "Planning the Leisure of a People in a Democracy," would be brought out under the auspices of the association.

THE CONFERENCE SECTION ON COMMUNITY ORGANIZATION, chairman, Wayne McMillen of the University of Chicago opened the week on the topic "The Problems of Social Welfare Planning Within the Federal Government," presented by means of two papers. In the first, Dr. Martha M. Eliot of the U.S. Children's Bureau gave a factual description of the organization and program of the Interdepartmental Committee to Coordinate Health and Welfare Activities. In the second, I. S. Falk of the bureau of research and statistics of the Social Security Board, described attempts over the past decade to build a national health program beginning with the Committee on the Cost of Medical Care to which he gave chief credit for starting the ball rolling. He described the unsuccessful efforts of the advisory council and technical staff of the President's Committee on Economic Security to get health insurance into the original social security legislation and showed how the National Health Survey of 1937 and the work of the Interdepartmental Committee in 1938 and 1939 led up to the National Health bill now before the Senate. The paper presented a panoramic picture, clear and informative, of a movement that has gained steady momentum but still lacks an organized lay front comparable to the professional pressure of the American Medical Association.

On the second day this section, like others, broke up into groups, all of them well attended and some of them lively in give and take, all concerned with specific problems of councils in social work.

Whatever the refinements of community organization the matter of finances sooner or later comes into the whole picture. It came here through a description of two large joint financing ventures, in Chicago and New York, which are somewhat outside the usual community chest set-up. Edward L. Ryerson, Jr., president of the Community Fund of Chicago, Inc., in a paper read in his absence by Carl H. Martini of the Illinois Emergency Relief Commission, described the Chicago structure and explained how and why it worked. Neva R. Deardorff explained the system of percentages by which equitable distribution is effected by the Greater New York Fund, Inc. To anyone a little rusty in arithmetic it seemed pretty involved but to the "community chest crowd," seasoned in such matters, it obviously held great interest. Still a little skeptical on the virtues of "supplementary" as against "full" joint financing, this crowd was ready with questions as to why Chicago and New York had not made one bite of the cherry.

HELEN HALL, *president of the National Federation of Settlements, headworker of Henry Street Settlement, New York, who addressed the general session of the conference on Tuesday night on the topic "Health Ahead—A National Program." Miss Hall's subject was, "When Sickness Strikes."*

The small community, be it county or town, came into the sun in this section of the conference with a meeting on "The County in Relation to Larger Units of Government." Here Milburn L. Wilson, U.S. Under-Secretary of Agriculture, talking of the problem of identifying and developing leadership, took his analogy from the soil and warned that "erosion of the soil in which democracy can grow has in some places gone far." He pleaded for more "groups that are taking counsel together on a real community basis providing for exchange of ideas," such as the forum in Dallas County, Ia., and the Citizens' Fact Finding Committee of Georgia, and added that when he heard of such groups he was tempted to prophesy that "here are the places where future leaders will be bred and raised."

Bringing leadership down to cases Bertram D. Scott, selectman of North Bridgton, Me., recounted how his town of 3000, dependent on a single woolen mill, pulled itself through the depression by functioning somewhat as a committee of the whole on its own survival.

The problem of defining and delimiting "community organization" as a basic process of social work was considered at the final session of this section. Six groups of community organization workers in as many cities had been at work for six months, exploring the subject under the direction of a steering committee set up within the section. It was the result of their independent deliberations, integrated during conference week, which constituted the paper by Robert P. Lane, of the Welfare Council of New York, presented at this session. Tentative agreements were reached and promulgated with the recommendation that the process of self-analysis be carried forward throughout the next conference year.

THE SECTION ON SOCIAL ACTION, chairman, Mary Anderson, Women's Bureau, U.S. Department of Labor, opened its segment of conference week with a meeting on the theme of the implications of civil liberty in a democracy. Here Mary N. Winslow of the National Women's Trade Union League, Washington, D. C., discussed legislation actually passed—or threatened—discriminating against certain parts of the population, notably married women who work; and touched lightly on anti-alien propaganda. "Discrimination against minority groups grows from economic competition. But it lets down the gates to all sorts of persecution of minorities."

At this meeting Robert Morss Lovett of Chicago, recently appointed government secretary to the Virgin Islands, spoke on "Freedom of Discussion in Democracy," holding that suppression will throw into the realm of force the orderly solution of the problem of transition from one system of economy to another. He found "appalling" the number of bills in national and state legislatures tending to curb freedom of discussion in respect to economic matters or to suppress associations committed to economic change, and cited many illustrations to support the view that "the democratic process today is subjected to a strain of contending forces totally unforeseen by its originators."

One of the most notable and popular meetings of this section was that on "Government and the New Business Cycle" in which William Hodson, commissioner of welfare, New York

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City, discussed unemployment relief and William H. Stead of the U.S. Employment Service discussed employment planning. Mr. Hodson was not optimistic in answering the question, "Will unemployment relief continue?" Yes, he said, inevitably, in some volume, with the extent of the load subject to the fluctuations in business activity as reflected in the fluctuations of the employment index and the standard of wages paid to the workers.

Further reduction can be made by:

Closer coordination and planning among all the forms of work and home relief, public assistance and the social insurances.

Liberalization of unemployment insurance legislation to reach millions of workers not now covered and providing more flexible benefits.

Integration of the home relief program as part of the social security program with a return to grants-in-aid to states.

Greater stabilization of the work relief program to permit long term planning for needs and finances.

Mr. Stead discussed three points as basic to employment planning:

As a nation we must decide what part of our population we want to use in our working force.

The labor market must be organized so that at any given level of production we may make the most effective use of the employed portion of the population.

National employment planning should insure a scale of production adequate to provide our entire population with a decent, comfortable, even a luxurious living, according to our boasted American standards.

At another meeting of this section, government regulation of wages and hours was to the fore with Louise Stitt of the U.S. Department of Labor describing the federal Fair Labor Standards Act, and Frieda S. Miller, New York State commissioner of labor, the New York Minimum Wage Law. Paul Sifton, deputy administrator of the wage and hour division of the U.S. Department of Labor, outlined a new enforcement technique colloquially described as "cracking down on large purchasers of 'hot goods' manufactured in violation of the federal Fair Labor Standards Act."

At other meetings of this section Gordon R. Clapp, director of personnel of the Tennessee Valley Authority, described the project as "democracy in action." Prof. Louis L. Jaffe of the University of Buffalo analyzed the federal act creating the National Labor Relations Board.

THE CONFERENCE SECTION ON PUBLIC Welfare Administration was unlucky in the absence of its chairman, Charles F. Ernst of the Washington State Department of Social Security. Its lively and provocative program went through, however, with few other absentees and no serious hitches. Closely related to it in subject matter were the several afternoon meetings sponsored by the American Public Welfare Association where the larger issues of policy put forward in the section meetings were brought down to terms of practice.

At the first meeting of the section David C. Adie, commissioner, New York State Department of Social Welfare, warned that "we are living in an age when it would be very simple to let authority go to our heads." Speaking of the responsibility of the state in the supervision of the public welfare program, he stressed the importance of the democratic method in the participation of all levels of government, federal, state and local. While deploring recent tendencies to decentralize public assistance administration, he pointed out that a strong central supervision does not pre-

Health Ahead

JOSEPHINE ROCHE, *chairman, The President's Interdepartmental Committee to Coordinate Health and Welfare Activities.*

In our general advance toward social and economic security we must not permit the health front to lag, not only because health in itself is of transcendent importance to the nation, and is the right of the individual millions who make up the nation, but also because progress on all social and economic fronts will be retarded and halted unless the human and economic waste of our unmet health needs is eliminated. . . . Recent years have forcibly brought home to us the close interrelation and interdependence of all social and economic gains and problems. We have learned that whatever demands, responsibilities and opportunities our own special field of activity brings, we cannot in the final analysis meet them adequately if any kindred phase of human welfare is neglected or left behind.

I have no hesitancy in saying that much of the tremendous force and sweep of the national health movement this year has been due to the fact it has proceeded from this premise; that it has advanced not as a specialized, separate thing, but as an integrated part of the ever forward march of our people to their goal of economic and social justice.

THOMAS PARRAN, M.D., *surgeon general, U. S. Public Health Service.*

In 1939, it still is true that, as a nation, we have barely begun to caulk up the seams against illness; that we have not provided everywhere for all the people the basic community health protection which is our first line of national defense. . . . To attain national health, we need to do more than "to caulk up the seams" by protecting against the hazard of sickness and ameliorating its effects. Health security is not enough. We must have it, but we must have also a fuller measure of health opportunity. We need to build in America a race of people more physically fit, better nourished, possessing those dynamic physical qualities necessary to competence, to joy in life and living, and to the maximum attainment of mental and spiritual development.

HELEN HALL, *president, National Federation of Settlements.*

The social workers of America do not need the National Health Survey to tell them of medical needs in the United States. Each one of us has the story direct from people among whom we have worked. We would not all stress the same lack, for our areas of concern cover country people and people in our crowded cities; people in coal mining areas and sparsely settled farm districts; southern mountain districts and Negro workers in city and country. Social workers know everyday people everywhere, know them at firsthand and know that their medical needs are not yet adequately met. And for us no voices insisting that all is well can drown the voices of the people we know and represent. Our minds instinctively go back to actual families we have worked with over the years. . . .

Fortunately there is something we can do about medical needs right now. Years of study and public education have at last crystallized into a National Health Program, much of which has been put into legislative form in the Wagner health bill, one title of which makes it possible for the federal government to reinforce, through grants-in-aid, a state plan for compulsory health insurance. . . .

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Dr. Alice G. Masaryk

I AM impressed by the large number united here in a common aim, in a world torn into fragments by hostility. This unity of yours is indeed more needed than ever; not a mechanical outward union, but a deeply rooted feeling of brotherhood and sisterhood among all social workers of the United States. It is a joy to see what a spirit prevails among you. May your spiritual union grow and develop from year to year to the benefit of your communities, states—your whole country. The country needs you and the world needs your country. It needs your optimism, good will, your free spirit. . . .

I found in the course of the conference the one basis possible for healthy social development—the constructive principles of creative love, explained, developed and deepened by scientific research. This is why I feel sure that with time your honest work will bring about the understanding that only if individual needs of people and individual families living in villages, towns and great cities are thoroughly understood and their interests put first, production and economics will be more steady and politics more sound.

It will still take a great deal of quiet research on your part and a great deal of study and courageous thinking before the unhealthy sides of the economic system will be so clearly traced and understood that everybody will welcome a betterment. . . .

clude local participation. Centralization can and should be built on a coordination of the efforts of all participants in the program, including the workers and the recipients: "The whole basis of democracy is pressure organization. It is one of the most wholesome influences in America."

But, said Mr. Adie, as state public welfare programs expand authority expands. It must be impressed upon authority that "state or federal grants-in-aid do not give the power to dictate, but only the power to participate. It is in partnership that we get proper supervision and not in domination."

At a later meeting William H. Stauffer, commissioner of the Virginia State Department of Public Welfare, urged that "superior governmental authorities dealing with local agencies be as few as possible and preferably that a single agency at the superior level have, insofar as possible, the same structural combination as that at the local level."

He likened the present organization of many state departments of public welfare to a hotel with its beds on one floor, its chairs on another, its writing desks on a third and so on, so that a guest who wanted to use the ordinary facilities would have to keep steadily on the go.

At still another meeting William Hodson of New York emphasized the basic unity of purpose in assistance, insurance and work programs in that all are intended primarily, according to his interpretation, to increase purchasing power. He urged the extension, simplification and better coordination of public social services and especially the adoption of the British stamp system to displace our cumbersome and expensive method in the social insurances of requiring wage records and computing benefits. His final plea was for a new public attitude toward home relief. Attempts to exalt social insurance and work as more respectable than direct relief have tended to brand relief as demoralizing and degrading.

JUST BARELY OFF CENTER FROM THE sections were the special conference committees, set up on a year-to-year basis. There were twelve of them this year, the unprecedented number complicating the problem of these two reporters who had to try to be everywhere at once and at long last to tell all in a limited number of pages. That only a few of these committee programs can be mentioned here is a source of sincere regret.

The Committee on the Social Aspects of Public Housing, chairman, Joseph P. Tufts, Pittsburgh Housing Association, presented, in two morning sessions and one special afternoon panel, "Information Please," many phases of the relatively new and vigorous program of public housing taking shape in many cities and rural areas. It is evident that methods of public housing now engage the major attention of advocates of better housing. Public housing *per se* is an accepted fact.

Two excellent papers, one by Stanley M. Isaacs, president of New York's Borough of Manhattan, the other by Jean Coman, community relations counsellor of the United States Housing Authority, pointed out the importance of the trend toward state and local responsibility for housing standards, construction, and management. Mr. Isaacs told of fights in New York State in behalf of the housing section of the new state constitution and of a law providing $150 million for loans to local housing authorities to build needed low rental dwellings. Miss Coman stressed the importance of social work participation in fact finding, tenant selection, and community activities.

At another meeting John Ihlder, executive officer of the Alley Dwelling Authority, Washington, D. C., gave cogent arguments in favor of a public housing program based on family and community needs. Housing subsidies, he urged, should be used not for reducing construction costs but for rehousing families by rent assistance given on a needs basis. The paper of Major John Walker, director of the resettlement division, Farm Security Administration, read in his absence, portrayed methods employed to assist migratory and tenant farm families who have practically no resources, who are demoralized by disease and malnutrition, and who are constantly shifting from one marginal area of the country to another. He emphasized the contribution of social workers and trained farm agents in family and land rehabilitation.

THE PROGRAM OF THE COMMITTEE on Rural Social Work, chairman, Josephine Strode, department of rural organization, Cornell University, Ithaca, N. Y., aroused so much interest that its continuance another year seems assured. The group put on, as a curtain raiser to its later meetings, a session inelegantly yclept "Sod-busting for Social Work." Here rural workers from north, south, east and west described in simple moving terms the local setting in which they work and in which the principles they embody are gradually taking root.

At a later meeting which discussed the "situational approach" to social work practice in a rural setting, Sara A. Brown of the State College of Washington, Pullman, Wash., pointed out that the rural social worker is concerned with more than the problems of the individual. She must "grapple with the community" since the individual's adjustment can be made only in terms locally acceptable. She warned against making rural social work another category, reminding that basic philosophies and principles are the same everywhere. Its real effectiveness depends on the quality and maturity of its personnel.

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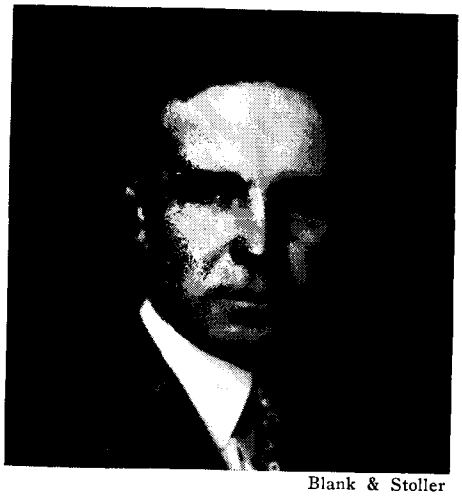
Nonetheless, the fact that the rural field calls for certain special training—"The Rural Plus" it was called elsewhere in the program—was emphasized again and again. Alice L. Taylor of Nebraska State University brought it all down to tacks by outlining an educational plan which would begin with rural cultural courses in undergraduate schools, go on to the accepted courses in generic case work, group work and social legislation in professional schools, and continue with two-year internships in the field. Provisions for such internships already are being considered, she said, by certain rural private agencies.

The matter of in-service training was much in the minds, if not on the program, of the rural workers. "Why can't Washington relax for awhile its drive for the perfect program?" was their off-the-record query. "We know what Washington wants and we want it too. Then why not let us go ahead for awhile doing the best we can, and then bring us together and evaluate what we have done. We can't stand still and wait for a program that will satisfy everybody. We have heads and we ought to be trusted to use them."

The general eagerness among the younger workers at the conference for an in-service training program "that means something" was reflected in the crowds that flocked to the two panel discussions arranged by the Committee on Education for Social Work, chairman, Walter Pettit, New York School of Social Work. The one on the organization and administration of in-service training, led by Dorothy Kahn of Philadelphia, packed 625 people into a hall meant for 450 and turned another 250 away. Although a few cynics grumbled that "those people up there never have been west of Buffalo," there was in the whole discussion a frank facing of realities. "You wouldn't recruit an ex-bartender for a job in social work, but if he is the best you can get in the community take him and in-service train him."



Blank & Stoller

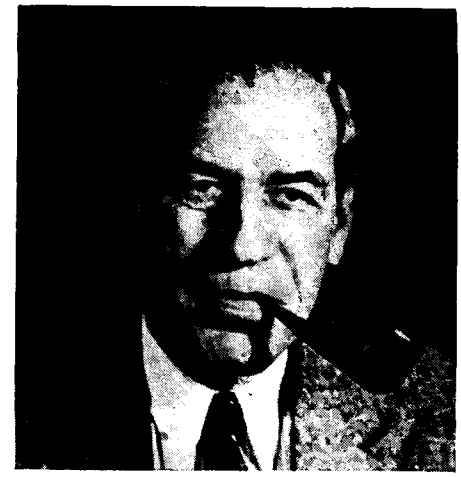
EDWARD L. RYERSON, JR., *vice-president of the Inland Steel Company; president of the Community Fund of Chicago, Inc.; vice-president of the 1939 National Conference of Social Work.*

With the new order of things we have built up obstacles in the way of educating the lay group of intelligent people who should be and are interested in a better social order. The professional worker has become so important in dealing with all these problems that there has been a strong tendency for the lay group to withdraw more and more from active participation. Thus we are losing the opportunity to educate lay people by direct contact with community problems.

The program of the Committee on Problems in Interstate Migration, its chairman Dr. Ellen C. Potter of Trenton, N. J. absent on account of illness, was notable for various things, one of them being that it had only one transient in it and he was there only on account of his health. The transient, who only a few years ago was an ever-present figure, in name if not in person, at such meetings as this, has given way to the migrant. A meeting of this committee brought together three able speakers on the general topic "Dynamics of Interstate Migration." Carl C. Taylor, of the U.S. Department of Agriculture, traced the history of migration in the United States, marshalling many impressive statistics, and discussed urban trends resulting from the disappearance of the frontier. Ruth O. Blakeslee of the Social Security Board gave particular attention to settlement laws in public assistance, pointing out that states tend to adopt federal minima as their maxima in residence eligibility requirements.

John N. Webb of the division of research, WPA, made a strong plea for migration as necessary for the continued development of the country. In the large, migrants always have been and still are respectable members of society. They are not a new phenomenon. "A conservative estimate is that two million workers cross state lines in an average year." Only when they get in trouble, usually nothing more serious than failure to find work, does community opprobrium descend on them. Migrants, said Mr. Webb, are national in origin and they affect the nation even though they appear as problems of the individual states. He added:

Under these circumstances, it is difficult to see how a total solution can be achieved, unless there is coordination of effort from outside the separate states. The need of the moment, then, is federal leadership in affecting a solution which will take account both of the needs of the migrant in trouble and the interests of the states and communities.



SIDNEY HOLLANDER, *member of the board of the Maryland State Aid and Charities; president of the National Council of Jewish Federations and Welfare Funds; vice-president of the 1940 National Conference of Social Work.*

As long as present maladjustments exist, all that social work can do is mere patchwork—a slapping on of a bandage here, a plaster there, never adequate enough to cover the festering sores that break through. Private agency problems are inextricably intertwined with community problems, and there is slight chance of solving ours while those of the community remain unsolved. Philanthropy is only the very small tail of a very sick dog; not much hope for vitality in the rear end if the rest of the animal is collapsing.

In line with the committee's discussion of migrants was an address by Congressman Jerry Voorhis of California at a luncheon under the joint auspices of the National Child Labor Committee and the council of Women for Home Missions. Mr. Voorhis put the question, "Are We to Have a Permanently Homeless Class?" We do not need to, he answered, but we will unless the country takes immediate cognizance of "the great human tragedy" being enacted in the western states; unless all America and specifically the states, stop looking at these wandering agricultural workers as strangers and outcasts. "There is no solution in sending them back home because there is nothing to go back to."

As steps in making migrant families once more a part of American community life Mr. Voorhis urged first, an expansion of the Farm Security Administration program of building "labor homes" in regions where there is some promise of work, and second, resettlement, "a better method, more expensive, but cheaper far in the long-run, and with more prospect of permanence."

The Committee on Care of the Aged, chairman, Ollie A. Randall, Community Service Society, New York City, stressed in one of its two meetings the

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Irving Kaufman

JOHN SLAWSON, *executive director, Jewish Board of Guardians, New York. Newly elected president of the National Conference of Jewish Social Welfare.*

financial and legislative aspects of the old age assistance program and in the other got down to the old folk themselves and their various "designs for living."

The Committee on the Prevention and Social Treatment of Blindness, chairman, William E. Bartram of the Ohio Commission for the Blind, was active in the conference for the second year, reflecting the increasing interest in the coordination of all community forces, public and private, concerned with serving the blind and with preventing blindness. Emphasis this year was on prevention, with many medical social workers sharing in the program. This committee, having won its spurs in conference participation, hopes to become next year a regular associate group with the privileges and permanence appertaining thereto.

THROUGH THE ENTIRE CONFERENCE program ran a stream of concern for larger health opportunities for all the people and a wider spread of medical services. The need for such opportunities and services was put before the whole conference by Surgeon General Thomas Parran and Helen Hall. [See page 204.] It was reiterated specifically in relation to rural areas in one of the meetings of the Committee on Medical Care, chairman, Michael M. Davis of the Committee on Research in Medical Economics, New York. Here Josephine Strode, absent but accounted for by a paper prepared jointly with Dr. Davis and read by Dr. M. O. Bousfield, of the Julius Rosenwald Fund, presented abundant evidence gathered in part by the Committee on Rural Social Work.

Lobby conversation differed as to whether the lack of fireworks in the discussion of medical needs indicated a sense of defeat occasioned by pessimism over the probable fate of the Wagner health bill, or a general settling down to tackle the problems at hand. The optimists reminded the pessimists that the bill would not die before January and urged that the intervening months be devoted to rallying forces in its support. The topics of discussion at the sectional and committee meetings, centering on problems of administration of tax supported medical care, seemed to support the "settling down" theory. Said one of the social worker "M.D.'s" at a lunch table aside: "How can you apply theories without knowing your administrative onions?"

Aspects of the knotty problem of administration were considered in a joint and double session of the section on Public Welfare Administration and the Committee on Medical Care. Here Lee C. Dowling, of the New York State Department of Social Welfare, spoke on the "Administration of Medical Care in the Proposed National Health Program"; Dr. Franz Goldman, formerly of the Department of Health in Berlin and now fellow in public health at Yale University, told of recent developments in tax supported medical care in Great Britain, and Dr. John P. Peters, professor of clinical medicine, Yale University, and secretary of the American Committee of Physicians, spoke on the quality of medical care under public auspices.

Mr. Dowling presented three requisites of a good community health program: that the benefits shall be made available with the minimum of red tape and without stigma; that the responsibility of the administrative agency should relate not only to medical needs but to medical resources; that it should encourage and extend cooperative relationships between public and private agencies.

Dr. Peters called the Wagner health bill the most immediate issue of the whole health problem. He praised it for its lack of prescribing or proscribing any one method for the forty-eight states and saw in it a means of raising the quality of medical care through provisions for hospitals and for facilities for medical research. "The advances in research and education can be traced not to practicing physicians but to salaried workers in hospitals and universities." The administrators of the proposed health facilities should be appointed by and be responsible to governmental authority, Dr. Peters held, with an advisory body to establish standards and to protect the profession against bureaucracy.

Dr. R. G. Leland, director of the bureau of medical economics of the American Medical Association, remarked that he was "glad to continue the hearings on the Wagner bill." He attacked it because it does not contain a phrase which would limit its benefits to one economic class. To his mind tax supported medical care should be a "decentralized form of relief." Dr. Clifford E. Waller, assistant surgeon general, U.S. Public Health Service, pointed out that many of the objections to the federal government going into the field of medical care result from confusing the mechanisms for paying with the mechanisms for rendering service, and that only the former would be the province of the federal government under the national health program. H. M. Cassidy, new director of the School of Social Work, University of California, questioned the value of local autonomy in health administration because of the frequent confusion in local government. Elmer Goudy, administrator of the State Relief Committee, Portland, Oregon, urged a program flexible enough to give the social worker broad discretionary powers in defining medical indigency.

The promise of more widespread and better medical care outside of government plans was discussed in the Social Action section by Dr. Leland and Dr. Kingsley Roberts, medical director of the Bureau of Cooperative Medicine. Dr. Roberts prefaced his remarks with the statement that a national health program is the best thing for the country but that the question should be raised whether we know enough about compulsory health insurance to plunge into it at once. The voluntary insurance groups offer the country an opportunity for experimental observation.

Paul J. Kern

President, New York Municipal Civil Service Commission

If professional standards of competence are worth obtaining in public welfare, then the merit system is worth obtaining. If security against arbitrary dismissal, and a career of promotions based upon merit are a genuine effort, then the merit system is worth the same effort.

If freedom from political interference in its most sinister forms is worth fighting for, then the merit system is worth fighting for too, for these causes are the same. . . .

When we reformers have done our share to destroy the corrupt politician, you, the professional social agents of government, must take his place. I gravely and earnestly urge upon you, contrary to all milk and water theories of social work, that you become active in politics.

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Organized consumer groups, receiving benefits in the form of services from groups of physicians, will survive the experimental stage, Dr. Roberts is convinced, and can co-exist with a national health program. "We have gotten past the stage when the individual physician can produce all that we need of medical care." Dr. Leland objected to service benefit plans on the grounds, he said, of unmanageable bookkeeping and high administrative costs. "You cannot balance books with cash on one side of the ledger and medical service on the other." Dr. Roberts, for his part, objected to the indemnity plans on the grounds that a cash plan cannot take cognizance of health protection nor improve physicians' standards.

The growing recognition of chronic sickness as an important part of the health picture of America was reflected in a meeting where Dr. Ernest P. Boas of New York exploded the notion that the chronically ill and the infirm aged were practically the same group. He discussed the facilities needed for effective chronic care. These were general hospitals, hospitals for the chronic, custodial homes, special clinics and home care. Dr. Boas stressed the place of the medical social worker in deciding which facility should be used, and put in a plea for invalidity allowances as a part of the social security program.

Birth control was considered from various angles at the meetings sponsored by the Birth Control Federation of America—birth control as a population policy, the birth control clinic as a community resource, and particularly birth control as a public health measure. Notable here was the meeting at which Dr. Haven Emerson of Columbia University explained the humanitarian and scientific thinking behind the birth control movement, and Dr. Roy Norton of the North Carolina State Board of Health told the story of this country's first and only state birth control program. [See *Survey Midmonthly*, May 1939, page 151.] These meetings, though presenting a program predicated on social action, played down its controversies and stressed the importance at this stage of advancing through education and through consolidating gains already made. Said Dr. Norton: "Don't get into an argument. Go ahead with your work."

ON THE RIM OF THE CONFERENCE organization but definitely inside the circle of its concerns and making valuable contributions to its whole content were the agencies that are designated as Associate and Special Groups. Some of these, such as the National Federation of Settlements, the National Probation Association, and Community Chests and Councils, Inc., conducted the major part of their programs in advance with a meeting or two lapping over into the big conference. The National Conference of Jewish Social Welfare and the delegate meeting of the American Association of Social Workers closed their sessions before the "big show" opened. Various other organizations arranged programs that ran through most of the week, for example the Social Work Publicity Council, the American Association of Medical Social Workers, the American Association of Psychiatric Social Workers, the American National Red Cross, the Child Welfare League of America, the Church Conference of Social Work, the Episcopal Social Work Conference, the National Association of Training Schools, the National Probation Association, the Salvation Army and the National Conference of International Institutes in joint meetings with the National Institute of Immigrant Welfare. Many other groups arranged a meeting or so to bring together their particular constituencies.

Many of these groups sponsored luncheons or dinners with distinguished speakers. But, contrary to precedent, this was not an eating conference and attendance at only a few of the luncheons or dinners met the expectations of those who planned them. Exceptions to the rule were the luncheon of the American Association of Medical Social Workers which counted on fifty people and got 175; and that of *Social Work Today*, which turned away so many people that the program was repeated the following day. Speakers were Lester B. Granger, Mary van Kleeck and Philip Klein of New York, Karl de Schweinitz of Philadelphia, Wayne McMillen of Chicago, and Bertha C. Reynolds of St. Louis—a constellation if there ever was one.

ONE OF THE LIVELIEST OF THE PROgrams put on by associate groups was that of the Joint Committee of Trade Unions in Social Work, lineal descendant of the rank-and-file group, born at the Kansas City conference in 1934. The six sessions sponsored by the committee were concerned almost exclusively with unionization as a social force in the preservation of democracy. The panel discussion, "The Professional Worker's Place in the Trade Union Movement," attracted a large audience.

Its chairman was Eduard C. Lindeman, its other participants, Wayne McMillen, University of Chicago; Edwin Berry Bergum, New York University; Lewis Merrill, president of the United Office and Professional Workers of America, and Edwin Smith, Boston Urban League—all members of unions. The three questions considered were: Should the professional worker join the trade union? What do they do as professional trade union members? What kind of reasoning does the professional worker go through when he is getting ready to become a trade union member? Significant was the observation of Mr. Lindeman that trade unions can become the means whereby social workers can identify themselves with the great masses of people whom they serve —that only through them can professions, "the non-democratic lumps in the community," become humanized. This same point cropped up again and again in all the union discussions—only through alliance with those most concerned with democracy can social workers hope to work for democracy.

The unionists stressed their conviction that in unionization personal motives and social motives are compatible. In the panel discussion Mr. McMillen pointed to the social workers' insistence on well administered public welfare services as arising not only from their desire for better physical working conditions but for better intellectual working conditions. Too often workers are asked to interpret to clients "situations to which they cannot intellectually give consent."

A suggestion from the floor at the panel discussion brought out another democratic activity that social workers' unions can undertake, the job of interpreting social work to the community at large. The importance of such interpretation for public welfare pro-

JOSEPHINE WILKINS, *president, Georgia League of Women Voters and member of Citizens' Fact Finding Committee, Atlanta, Ga.*

Do not take too lightly my region. Its mountains of pride might easily respond to cultivation of a "superman philosophy"; its valleys of depression yearn longingly for richer harvests. . . . Some seeds take root easily in wasted land.

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Trout-Ware

GRACE L. COYLE, *elected as president of the National Conference of Social Work in* 1940. *Miss Coyle is professor of group work at the School of Applied Sciences, Western Reserve University, Cleveland, Ohio.*

grams was emphasized at a breakfast sponsored by the State, County and Municipal Workers of America and addressed by William Hodson, commissioner of welfare, New York City. Mr. Hodson spoke apprehensively of the possibility of public reaction against welfare measures and warned the unions that to meet it they must join hands with executives "in an effort to keep the American people straight."

Mr. Hodson was not alone in his warning. It is probably safe to say that much of the keen interest shown in unionism at the conference arose from a startled awakening to the need of some means for meeting an impending crisis. In a union-sponsored discussion, "Social Work in a Period of Change," Marion Hathway, executive secretary of the American Association of Schools of Social Work, after remarking that the nature of the social worker's employment identifies him with labor, gravely warned: "If we choose the course of inaction, we salvage what we can of our skill until the individual whom we serve is engulfed in a totalitarian state."

The relation of the labor movement to democracy was brought out vividly by two labor leaders, John Brophy, national director of the CIO, and A. Philip Randolph of the Brotherhood of Sleeping Car Porters. At one of the union meetings Mr. Brophy traced the part of the labor movement in helping to win free education, industrial safety laws, the eight-hour day, and social security legislation, and urged social workers to join with labor in helping to solve the problems of poverty and unemployment. Mr. Randolph, at a meeting of the conference section on Social Action, suggested that by the very necessity of gaining strength to achieve effectiveness, trade unions must fight for the freedom of others. "If one minority is insecure, then trade unions are insecure."

CROWDED AS THE CONFERENCE WEEK was there still was time for meetings that sprang from the spontaneous desire of the social workers to express themselves on some particular event or occasion. Such were the two meetings where friends of Porter R. Lee and Grace Abbott gathered for a quiet hour to speak of the contributions which these two rare personalities had made to their times and to the progress of social work. Such too, in another area, was the meeting sponsored by the Social Workers Committee to Aid Spanish Democracy, addressed by Louis Fischer of *The Nation*. This group expressed itself as "profoundly shocked by the reprisals, executions and cruelties inflicted by the rule of Franco in Spain" and lodged a formal protest with President Roosevelt and Cordell Hull, Secretary of State.

It had been anticipated that the annual business session of the Conference would be a lively one. The Committee on Time and Place, chairman George W. Rabinoff of New York, had been charged with the difficult task of reconciling its double title: Place—the policy adopted at Seattle last year of covering the country, area by area; Time—as this bore on its "traditional practice to achieve progress in securing non-discriminatory treatment of all its delegates." The secretary could report that the conference was out of the "red"—which meant that at last a deficit had been wiped out which had hung on since 1936, when the sessions were shifted to Atlantic City from Washington because the hotels at the national capital drew the color line. The committee had done a thorough job, visiting three cities, making contact with four others, widely distributing a preliminary factual report, and holding hearings at Buffalo. In the area chosen for 1940, St. Paul, Milwaukee and Chicago were not prepared to meet the high standard expected of northern cities. Gains that St. Louis put forward were not sufficiently clear-cut and convincing at a time when race hate and intolerance are rife. So the committee, the executive committee concurring, and the conference itself, by an all but unanimous vote, chose to cross the border of the desired area, stay in the Middlewest and accept an invitation from Grand Rapids on an out and out non-discriminatory basis.

As chairman of the American Committee on the International Conference in 1940, Joanna C. Colcord of New York could report progress as to plans for the Brussels meeting—still mixed with uncertainty because of European tensions.

JANE M. HOEY, *nominated for president of the National Conference of Social Work in* 1941. *Miss Hoey, since* 1935 *director of the division of public assistance of the Social Security Board was formerly assistant director of the Welfare Council of New York City.*

With all its serious preoccupations the conference had time for a bit of gaiety. The hospitality of the Buffalo folk expressed itself in a variety of ways, most formally in the reception tendered to the president by the local committee. Two lounges, the ballroom and the main dining room of the Statler Hotel afforded a spacious setting for an event that is always the social highspot of the week.

A few of the other social interludes in a crowded week were the "Let's Get Acquainted" gathering on Monday, the dinner tendered by the conference on Wednesday evening to its past presidents who were at the Buffalo meeting, the tea offered Wednesday afternoon by Survey Associates, Inc., and of course the annual Conference Follies, staged Wednesday night by the Social Work Publicity Council. "This show has punch," commented a man who has never missed one since the first in Washington in 1923. Certainly there was punch in at least one skit, for a member of the audience admitted that after hearing the laughter that greeted the take off on "social work jargon," she hurried back to her room to remove the "two-dollar-words" from the paper she was to give at one of the sessions the next morning.

A WORD ALREADY HAS BEEN SAID IN this chronicle, over long but still too short to encompass all that went on in Buffalo, about the quiet efficient way in which Howard R. Knight, his assistant Jane Chandler, and the other members of his staff kept the conference wheels turning. A word must be added about the press service directed by Harold P. Levy. The conference has come to be "news" with metropolitan dailies sending special correspondents to cover it. As often as not these correspondents

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have slight notion of what it is all about and would be lost in the intricacies of the program except for Mr. Levy's interpretation. This year in addition to the usual service to the press and the arrangement of many personal interviews with conference notables, Mr. Levy was responsible for radio programs on eight different hookups. Most ambitious of these was a coast-to-coast broadcast of a panel discussion on the question, "How are we going to put more Americans back to work?" Participating were Josephine Wilkins, William Hodson, Jane M. Hoey and Congressman Jerry Voorhis with the president of the conference as moderator.

None of the four claimed to have the whole answer to the question, but each offered the observations of experience. Miss Wilkins held that the problem will not be solved until buying power, through industrial wages and farm income permits the purchase of products produced, and until "information is made available to the rank and file of the people which will permit them to adapt the size and quality of their families to the employment opportunities of a machine age." Mr. Hodson, asked how a permanent relief program would help, replied that, "No intelligent person believes that the able-bodied unemployed prefer living in idleness on relief to a decent job at decent wages." Miss Hoey pointed out that while legislation can help put more men back to work it alone cannot solve the whole problem, one of the urgent aspects of which is the "regeneration of those whom unemployment has robbed not only of opportunity, but also of their skills, their health and their morale."

Mr. Voorhis, convinced that "there is a democratic way out of unemployment," would simplify and improve tax laws; would develop the machinery whereby government could act to maintain an even flow of consumer demand, notably by means of "a complete system of social security benefits"; would guarantee a long term program of public works; would make the federal reserve banks government institutions, serving as banks of issue; would "restore opportunity to the small business man."

THE LUNCHEON WHICH MARKED the end of this sixty-sixth annual meeting of the National Conference of Social Work was the largest closing session since that at Detroit in 1933 when Harry L. Hopkins, head of the newborn FERA, inspired sorely beset social workers with hope for a better day. There was inspiration of a different kind at this last session of 1939, inspiration caught from the faith and hope in democracy expressed by Dr. Alice Masaryk and from the spirit of the resolutions, in effect an earnest statement of conference purpose, presented by Owen R. Lovejoy. In this statement Mr. Lovejoy paid a deeply felt tribute to the four past presidents who have died within the year: Graham Taylor (1914), Porter R. Lee (1929), Dr. Richard C. Cabot (1931), and Grace Abbott (1924). To this roster the chairman added the names of two who served the conference long and faithfully though not as presidents—the Rev. Frederic Siedenburg of Detroit and Evart G. Routzahn of New York.

And so with the passing of the gavel to Grace L. Coyle, incoming president, the conference came to a close. Off in every direction, to trains, to planes, to buses, to cars, hurried the social workers, calling to each other as they went, "See you in Grand Rapids."

Facts and Figures

REGISTRATION at the National Conference of Social Work closed at 5774 which made it, not the largest conference on record, but plenty large enough. The official program listed 280 different meetings during the week. Of these only ninety-six were in the actual conference structure, including its five sections and twelve special committees. The remainder, 184, were sponsored by one or another of the forty-nine associate or special groups which met concurrently. Probably another fifty meetings would be added to the total of the week if one counted the many gatherings, such as those of the alumni of the various schools of social work, which did not appear in the program. Tuesday, usually the big day of conference week, was topped this year by Thursday with sixty scheduled meetings.

Listed in the program were the names of 670 speakers, discussants and presiding officers. In the course of the week sixty-one of these speakers appeared twice on the program; twenty of them three times; two, Dr. Samuel Hartwell of Buffalo and Eduard C. Lindeman of New York, four times. Heroine of the occasion was Neva R. Deardorff of New York who spoke five times. Listed also in the 104-page program were the names of the conference officers and committee members—eight pages of them—and the names of the 247 members of the Buffalo committee on arrangements headed by Eugene Warner as general chairman and Paul L. Benjamin as executive secretary.

The conference's election of officers is not exciting since the nominating committee presents only one candidate for all except the executive committee and balloting is by mail. Officers elected for the 1940 meeting are: president, Grace L. Coyle, professor of group work at the School of Applied Social Sciences, Western Reserve University, Cleveland; vice-presidents: Arlien Johnson, director, Graduate School of Social Work, University of Washington, Seattle, who in September goes to the University of Southern California; Sidney Hollander, president, Council of Jewish Federations and Welfare Funds, Baltimore, Md.; Mrs. DeForest Van Slyck, executive secretary, Association of the Junior Leagues of America, New York City.

Members of the executive committee elected for three-year terms: Jane M. Hoey, Washington, D.C.; Helen Cody Baker, Chicago; Ellen C. Potter, M.D., Trenton, N. J.; Robert T. Lansdale and the Rt. Rev. Msgr. Robert F. Keegan, New York City; Leah Feder, St. Louis; Edward D. Lynde, Cleveland. Appointed to the committee, to fill a vacancy, Shelby M. Harrison, New York City; ex-officio as chairman of the continuing membership committee, Elwood Street, Richmond, Va.

Elected as chairman of the five conference sections: Social Case Work, Elizabeth H. Dexter, Brooklyn; Social Group Work, Roy Sorenson, Chicago; Community Organization, Pierce Atwater, St. Paul; Social Action, Wayne McMillen, Chicago; Public Welfare Administration, Ellen C. Potter, M.D., Trenton, N. J.

Nominated for 1941 officers, election in 1940: for president, Jane M. Hoey, director of the Bureau of Public Assistance, Social Security Board, Washington, D.C.; vice-presidents: Ellen C. Potter, M.D., medical director, New Jersey State Department of Institutions and Agencies, Trenton; Fred K. Hoehler, director, American Public Welfare Association, Chicago; J. T. Clark, executive, St. Louis Urban League.

For the executive committee, seven to be elected: Pierce Atwater, St. Paul; Ruth O. Blakeslee, Washington, D. C.; Charlotte Carr, Chicago; Abraham Goldfeld, Harry L. Lurie, the Rev. Bryan J. McEntegart, and Joanna C. Colcord, New York City; Loula Dunn, Montgomery, Ala.; Kathleen Gorrie, Toronto, Ontario; Elmer Goudy, Portland, Ore.; Hyman Kaplan, San Francisco; Mrs. Val M. Keating, San Antonio, Tex.; Margaret E. Rich, Pittsburgh, Pa.; Josephine Roche, Denver; Ben M. Selekman, Boston; Anna Budd Ware, Cincinnati.

The conference will hold its sixty-seventh annual meeting May 26-June 1, 1940 in Grand Rapids, Mich.

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Here in Washington . . . By Glen Leet

AID TO DEPENDENT CHILDREN RAISED: The Ways and Means Committee of the House started something when, in executive session by a secret ballot, it rejected the recommendation of the Social Security Board that the federal contribution for aid to dependent children should be increased from one third to one half. [See *Survey Midmonthly,* June 1939, page 179]. Within forty-eight hours a storm of protest from almost every state descended on Washington. At its next meeting the committee, amazed at the extent of the protest voted to reverse its decision, and to recommend federal matching for children on a 50-50 basis. So many letters of appreciation and congratulation have come to the committee from all parts of the country, that the members are quite happy about the whole thing, and more than pleased that they have done right by dependent children. Had the committee not reversed itself this proposition would have had an up-hill fight, for the House passed all the amendments it recommended by a vote of 361 to 2 and killed every amendment that did not have its endorsement. This particular amendment is having little opposition in the Senate and passage is practically assured. The incident strikingly illustrates the fact that people concerned with liberal social legislation can be highly effective when aroused.

GLEN LEET

SELF-LIQUIDATING: It's a magic word. Like the term "social investment" it has a fine, shrewd and conservative ring. Inner circle New Dealers are convinced that a big program of self-liquidating public works is the key to recovery. It appeals as a bold step onward and strikes a far more responsive chord than the term "appeasement" which has always made the President wince. Undismayed by charges that the new program proposed by the President is more of the same thing under a new name, its proponents will emphasize that much of what the newspapers call "spending" would be carried on the books of any private business as "investment in plant and equipment."

WORKS PROGRESS: The WPA appropriation bill has the unenviable record of being one of the very few bills that nobody likes. The economy group is dissatisfied because it appropriates the amount the President asked. Administrators are dissatisfied because they see its provisions as administratively unworkable. The large cities are unhappy because it will knock out many of their most worthwhile projects. WPA workers themselves are alarmed because its system of rotating employment seems especially devised to spread hardship on as widespread a basis as possible. Although the appropriation should be passed by the time this is read, it is likely that efforts to amend the program will continue until adjournment of the session.

FEDERAL THEATER: Although communism, the old reliable red herring, was dragged out by some House members to justify killing the Federal Theater Projects, it actually had little to do with the matter. The behind-the-scenes struggle was the old rural-urban conflict which has become increasingly bitter in the past few weeks. This accounts also for the maximum limitation intended to freeze out the big cities. Senator Bankhead let the cat out of the bag when, in response to the entreaties of his niece, Tallulah, he wanted to know what Sol Bloom and that city crowd had ever done for the farmers of Alabama. Congressmen are learning rapidly, however, that it is not just the big cities that are interested in this program. They are learning that Broadway was born in Iowa, in Alabama, on the farm and in small towns. Rural congressmen thought that they were just cracking down on city slickers, but the folks back home are telling them to think again. Congressmen are beginning to realize that by singling out the theater projects for discriminating action they have affronted a profession which always has responded when called on for service and which deserves well of the government.

PAROLE STANDARDS: A bill (H.R. 6793) has been introduced by Congressman Celler, Democrat of New York, to provide federal aid to states whose parole systems meet standards fixed by the Bureau of Prisons, and which are administered in accordance with merit systems. At the National Parole Conferences recently held in Washington there was substantial agreement that some such legislation was necessary to raise parole standards generally throughout the United States. Congressman Celler is acting chairman of the House Judiciary Committee to which this bill has been referred. No immediate action is expected.

POLLING EXPERT OPINION: A recent series of polls of expert opinion on social legislation pending before Congress indicate that 85 percent of the state welfare directors favor the Wagner health bill; 91 percent of state and local administrators favor the Voorhis bill to provide grants-in-aid to states for general public assistance; 96 percent of the state public assistance and unemployment compensation administrators favor the requirement that state plans for the administration of unemployment compensation and public assistance must be administered in accordance with merit systems. State welfare administrators unanimously favor increasing the federal contribution for aid to dependent children from one third to one half.

GERMAN REFUGEE CHILDREN: The Wagner-Rogers bill to admit 20,000 German refugee children has been reported favorably by the subcommittee of the Senate Committee on Immigration, and is now in the hands of the full committee awaiting discussion. Supporters of the measure anticipate trouble in this committee as the Reynolds anti-alien immigration bill is being considered at the same time, and it is feared that a deal will be made killing both bills. Hearings before the House Committee on Immigration have been concluded. To obviate some of the objections to the bill, Congressman Poage of Texas is considering a substitute bill which would provide that the children enter on special visitors' visas, and that they be charged against the quota of the year in which they become twenty-one years of age. Supporters of the Wagner-Rogers bill are not enthusiastic about this amendment but are prepared to accept it as a last resort. Support for this bill has gained steadily, and it has a chance of passing.

GRAPES OF WRATH: Confidential reports of conditions among migratory workers in the west are creating an undercover furor in Washington. These reports show that unlike the covered wagons of pioneer days pushing onward to greater freedom and opportunity, today's caravan follows a road which leads only to hopeless poverty.

The Farm Security Administration estimates that there are now in the country some 350,000 migrant families with no place to call home. One of the few federal agencies to assume any responsibility in this matter, the FSA is operating ten camps for migrant labor and is constructing eighteen more. They represent however only a drop in the great bucket of urgent need.

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The Common Welfare

The "New" WPA

AT the last possible moment, in an atmosphere redolent of political horse trading, Congress enacted the legislation under which, barring an unlikely change of heart, the WPA will operate for the next year. Just how the new system will function in practice cannot now be foreseen. Many competent observers believe that some of its provisions are full of dynamite and will prove administratively unworkable.

For WPA, now the Works Projects Administration under the new Federal Works Agency, the act appropriates $1,477,000,000 to provide employment for an estimated two million persons during the fiscal year ending June 30, 1940. This is a reduction of $673 million from the funds available to WPA during the fiscal year just ended. The National Youth Administration gets $100 million, an increase of $24 million.

The act abolished outright the Federal Theatre Project but provided that administrative workers may be carried on the payroll until August 1, certified relief workers until October 1. By making no exceptions to the rule that after December 31 all projects must have local sponsorship amounting to 25 percent of their entire cost, the bill doomed to decay, probably to death, the federal writers, music and art projects and the Historical Records Survey. Except for a few scattering instances only a miracle, it is said, will save them. This same 25 percent proviso is seen as bringing new hardships to persons dependent on direct relief which must be provided by state and local units of government. With such units hard pressed for funds to match federal grants for the social security services this added rigidity of WPA matching will leave scant scrapings for direct relief. As is usual the most helpless people will get the most kicking around.

The act limits WPA participation in non-federal building projects to $52,000, thus, it seems to many people, dooming the program more or less to busy work. A provision that brings dismay to WPA workers themselves and to those who know them best, is that euphemistically termed "rotation of employment." On August 31 all persons who have been on WPA for eighteen months or longer will be dropped automatically. After thirty days "furlough," if they haven't quite starved, and have survived the process of recertification, they may be reemployed. In theory this turnover would reduce the waiting list of those certified for WPA but unassigned. However along with "rotation" goes a sharp cut in project personnel, from a June average of about 2,600,000 to less than 2,000,000 in the early fall. With this shrinkage at the top the lot of the "furloughed" people, at the end of the waiting list, is not enviable.

The feature of the bill which is seen as holding the most administrative grief is the requirement that all relief employes must work 130 hours a month, about forty hours a week. In effect this destroys the "prevailing wage" principle which was battled into the original WPA law by organized labor and which has been adhered to steadfastly ever since. The same section of the act has another tough spot, the requirement that after August 31 the monthly earning schedules "shall not be varied for workers of the same type in different geographical areas to any greater extent than may be justified by differences in the cost of living." Since comparative cost of living figures compiled by the Department of Labor show slight differences between regions this wiping out of wage differentials must result either in lowering the average "security wage" in the North or in raising it in the South. If the latter it must inevitably follow that fewer persons can be employed. What, if any, middle ground can be found is not now apparent, but it is clear that there is trouble ahead.

Spirit of Seventy-Six

THE 736 delegates to the national convention of the American Youth Congress representing some 4,700,000 organized American young people put off celebrating the Fourth of July by twenty-four hours. When they headed for the World's Fair on the morning of July 5, they left behind a declaration of independence which bears a startling resemblance to the document the Fourth of July commemorates.

These young people wrote themselves a creed which won the unstinted praise of Eleanor Roosevelt in her address at the "21,000,000" rally—that being the sum total of American youth in round figures—a creed which crushed an attempt to shatter the very existence of the congress. After putting up a superhuman display of patience in the name of democratic procedure, the delegates were treated to the sight of a crowd of ultra-rightists walking out on the meeting, as though, it seemed to many, they found it impossible to survive in so democratic an atmosphere. The Congress had refused to sanction Red-baiting tactics, insisting that the floor of its convention is open to all comers, be they Young Communist or Catholic. Before they adjourned they put through a resolution denouncing any and all forms of dictatorship; never mind the names. The American Youth Congress is thoroughly pragmatic. It has little patience with name-calling.

The business of being young in a democracy calls for a lot of fact-finding and once found the facts have to be faced. The youth delegates did both in eight study panels. The nerve thread running through the exchange of yeasty ideas was "it's not what you can get as a young person, it's what you can give."

Progress Report

FOR two long days in Buffalo last month the delegate conference of the American Association of Social Workers labored with the problems of organization structure in which the association has been entangled for the last year or two. How to secure more general representation in the governing body, what machinery to set up for chapter and individual participation, how to make the democratic process work in so large and scattered an organization—none of these is as easy as it might seem.

At the outset the conference, with slight dissent, adopted the report of the president, Harry Greenstein of Baltimore,

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which expressed full confidence in the staff of the national office. This cleared the way for the later discussions looking to a more representative and flexible organization. Basic principles relating to membership requirements which, it seems to some of its members, the association ultimately must face if it is to exercise continuing leadership in the changing world of social work, will be the subject of committee study and report.

Grace Abbott

IT is hard to realize that Grace Abbott, that vital, colorful courageous personality, is no longer a part of the going business of life. Though her friends had known for weeks that her illness was serious, her death in mid-June came as a shock, bringing with it a sort of dismay that these troubled times had lost her fighting spirit.

Grace Abbott, the younger of "the Abbotts of Nebraska," was a teacher for nine years before she found her true vocation as a social worker. Residence at Hull-House with Jane Addams, determined the direction that her life was to take. In 1917, when she went to Washington to the U.S. Children's Bureau to administer the Child Labor Act, later declared unconstitutional, she already was a national figure, steadily growing in stature. Four years later, on the resignation of Julia C. Lathrop, she was appointed chief of the bureau, a position she held until 1934 when she resigned to join her sister, Edith Abbott, on the faculty of the School of Social Service Administration of the University of Chicago. At that time President Roosevelt said of her: "She has rendered services of inestimable value to the children, the mothers and fathers of the country, as well as to the federal and state governments.

In Grace Abbott's career two qualities were unfailing, integrity of purpose and undefeatable spirit. In times like these they can ill be spared.

Campus Challenges

THE 165-page report of the committee appointed by President James Bryant Conant of Harvard a year ago to study personnel problems in the faculty of the university has been endorsed by a large majority of the faculty and accepted by President Conant as a guide to university policy. Of more general interest than the major sections of the report dealing with faculty rank and tenure are the concluding portions on "extramural relations." Here the committee emphasizes, first, the importance to education of diversity and controversy in faculty opinion. Quoting a statement by President Conant that "we must have our share of thoughtful rebels on our faculties," the committee holds that:

> The selection of staff should . . . include those whose views present a serious and thoughtful challenge to orthodoxy. It should not be deterred from continuing this course by the fact that such views may be not only academically unconventional, but distasteful to the general public, to the business community, to alumni, or to any other group. Having made its appointments, it should give its appointees complete freedom to write, teach, and otherwise expound the truth as they see it. The committee believes that this policy is essential to the function of the university both as a seat of learning and as a teaching institution.

Finally, the committee urges the importance of participation in public affairs by university teachers, both as private citizens and as expert consultants, and concludes its notable report: "Although a university lives within walls as a world apart, there must be perpetual commerce with the world outside, in order that the university may both enlighten and be nourished by the civilization of its time and place."

While the problem of anti-Semitism lay outside the scope of this inquiry, the report points to the danger inherent in any compromise of "time honored educational and scholarly standards by racial or religious discrimination."

From JVS to NVA

NOTICEABLE was the gap this year at the National Conference of Social Work caused by the lack of any coordinated placement service—a function briskly performed in previous years by Joint Vocational Service. Now breathing its last, JVS came to the conference for only one activity—to conduct a meeting for the announcement of its coming demise, scheduled for December 31, 1939. The recommendations based on the findings of the special study committee (see Survey Midmonthly, June 1939, page 191) and accepted by the board of JVS on June 8, were read and explained to the assembled company by Arthur Dunham and George W. Rabinoff. In the place of JVS, whose doom previously had been sealed by board decision, a new agency, tentatively initialed NVA—National Vocational Association—is to be set up to concern itself with research and consultation services for agencies and groups. The NVA as now planned will conduct no individual placement or counseling service. Besides research and agency consultation on vocational needs and trends its functions will include the study of problems related to local and regional placement agencies and liaison and cooperative relationships with public employment services. Main reason for the dropping of the placement service was, of course, financial. The recommendations of the study committee include the hope that the new agency will become "a base from which placements and counseling service might develop through regional organizations or a national placement service serving one or more vocational agencies." Discussion from the floor, including a mild protest in the form of a resolution from the American Association of Social Work Students, indicated that in some quarters the feeling persists that a coordinated placement service is, after all, the *raison d'être* of any vocational agency.

And So On . . .

THE theme of the Institute of Human Relations, to be held at Williams College, Williamstown, Mass., August 27 to September 1, will be Citizenship and Religion: A Consideration of American Policy with Regard to the Relations of Church and Synagogue to the State. • • A state system of compulsory health insurance sponsored by Governor Olson and opposed by the state medical societies, has been voted down sharply by the California legislature. • • Because they are "known to be aliens" the Florida State Welfare Board has removed from public assistance rolls twenty-four children, ninety-two blind and 832 aged persons. • • The Farm Security Administration announces that its nation-wide survey of the progress of rehabilitation borrowers shows that 186,619 children of school age in these low income families were enabled to attend school last year as a result of the program. The children were members of the 232,947 families covered by the survey of typical rehabilitation borrowers.

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The Social Front

Among the States

ALTHOUGH most of the state legislatures at their latest sessions were flooded with bills calling for increased old age assistance allowances, reports the American Public Welfare Association, very few of such bills were enacted. Many legislatures moved to broaden eligibility and many memorialized Congress to increase the federal contribution, but few put up any new cash of their own.

Liberalizing eligibility provisions, Minnesota increased the amount of property allowed an applicant from $3500 to $5000. Missouri made $500 the maximum cash reserve and $1500 the maximum value of property that may be held by a recipient. Arizona amended its act to permit those aided to own household furniture, and dropped a previous clause that had made ownership of real estate a bar to assistance.

Delaware acted to defer collection of taxes on property of the assisted aged until their death; Iowa to permit persons in public correctional institutions to apply for assistance, and to remove non-eligibility of "professional" tramps or beggars; North Carolina to lighten residence requirements and to cooperate in the care of non-residents and transients. Texas enacted a bill which would add possibly 85,000 to the 114,322 beneficiaries who in March were receiving average monthly grants of $13.96. This liberalization, assuming that the Social Security Board should approve its terms, would raise the state's share of the bill from the present $9 million to $20 million. The legislature has not been enthusiastic about levying taxes to fill this gap and has rejected all proposals thus far offered.

In amending their laws this year many states changed the concept of old age aid to "financial assistance to those in need" rather than a "pension" granted as a "right." The Washington and Utah laws, for example, now limit eligibility strictly to those "actually in need," and Washington made $30 the maximum instead of the minimum monthly grant. Maine henceforth will refuse aid to aged persons who have transferred property to others in order to become eligible.

Few of the states have enacted specific taxes to finance old age assistance. Most of them are taking these monies from their general funds. The Minnesota legislature, however, voted proceeds of the state property tax for this and other welfare purposes. The Utah legislature earmarked all sales tax revenues for old age assistance. Oklahoma and Wyoming did likewise with a portion of their consumers' taxes. The Connecticut legislature authorized towns to levy a $3 annual "rate bill" tax to help pay for old age assistance. Iowa raised from $5,500,000 to $7 million the amount for the old age assistance fund to be turned over from income, corporate and sales tax revenues. North Dakota provided for a special election to decide whether or not new highway construction should be halted for two years and state gasoline and motor vehicle license revenues diverted to financing the old age program.

The most recent record of average amounts actually paid old age assistance recipients shows only one state—California—with a figure over $30. Eight states pay less than $10; the lowest, Arkansas, $6.11. The average for the country is $19.37.

Try, Try Again—A new fight for "ham and eggs" in California got under way recently when a truck transported to the office of Governor Olson a monster petition signed, it was claimed, by a million voters, asking for a special election on a new version of the scheme to pay $30 a week for life to citizens past the age of fifty. The original "ham and eggs" was voted down last November by a majority of 255,000 out of 2,542,000 votes. The new scheme, called the California Retirement Life Payment Plan, differs from the old one in certain details only. Payments would be in the form of state warrants validated by affixing a 2-cent stamp every week to each $1 warrant. Since bankers and business houses announced that they would not touch the warrants it is proposed to establish a credit clearing bank to handle them. A bond issue of $20 million would put the plan into operation.

Although Governor Olson has promised to call a special election on the proposal he does not seem likely to do so immediately. Charges of political maneuvering are rampant. Meanwhile he is being urged to appoint a committee of competent economists to pass on the whole question of whether or not it is possible for the state to pay $30 a week for life to citizens over fifty and still remain solvent.

Plus and Minus—The Pennsylvania legislature which sat for twenty-one weeks and considered more than 2000 legislative proposals, left a record of pluses and minuses. The most serious losses, say competent observers, probably were in the field of labor legislation where amendments to the workmen's compensation and labor relations laws were all on the reactionary side. On the constructive side were the Tallman bills, sponsored by the Merit System League, which set up a uniform civil service system for the Department of Public Assistance, the Division of Unemployment Compensation and the Liquor Control Board. Some 15,000 of the state's 33,000 employes will be affected. Present employes, if in service six months or more before the law becomes effective (June 1, 1940), will retain their positions. All others will continue until their positions are filled from the proper lists.

Definitely on the plus side was a bill which, if signed by the governor, would give the state the parole system long urged by social agencies and recommended by a commission that has been at work for more than a year. It sets up a paid state parole board of five appointed by the superior court, which would have authority to organize five parole districts, with their staffs under civil service. Political activity by either the parole board members or the staff is forbidden under severe penalties. The board will grant all paroles from the Eastern Penitentiary, Western Penitentiary, State Industrial Home for Women at Muncy, and all those from county prisons where the sentence is more than one year. It will supervise all persons it releases on parole and will also supervise parolees from the Pennsylvania Industrial School at Huntingdon. It can only parole within the limits of the minimum-maximum sentence set by the sentencing judge.

Another plus bill was one that raises the juvenile court age from sixteen to eighteen.

In the field of public assistance there was a bitter fight over the Van Allsburg bill which as originally presented would have broken up the present state department and turned public assistance, along with 4000 jobs, back to the counties. Some of the most objectionable features were removed before the bill was passed (it now awaits the governor's signature or veto), but it still retains a provision that permits the governor to remove personnel, regardless of civil service, on the recommendation of county boards. Some observers see in this the possibility of cleaning up some not-so-good county situations; others see it as a grave threat to the civil service system. The same bill requires a county board to make available to taxpayers, on request, information regarding recipients of relief, but a protecting clause indicates that county boards may make their own rules and

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regulations on the method of giving out information. On the plus side the bill widens the definition of dependent children to coincide with that of the Social Security Act and makes it possible for county boards to do preventive and restorative work for the blind.

The Pierson bill, passed and now on the governor's desk, was designed to give the state "a different psychology" toward relief. It gives local political subdivisions authority to set up projects which might be called "little WPAs" and again just old fashioned "working for relief." People close to the situation believe that this program will overload the public assistance services, increase their costs, lower their efficiency and will "make the much criticized state WPA look like a streamlined efficient machine in comparison."

On the financial side $121 million was appropriated for public assistance for the biennium, but no one is fooled as to the adequacy of this sum and an extra session within a year to make further appropriations seems inevitable.

Two Years to Wait—No new certifications for old age assistance can be made in Michigan for two years unless the legislature reverses itself. With a present roll of 81,872 cases the legislature appropriated only enough funds for 75,000 cases for the next two years. It is said that no present beneficiary will be removed from the rolls. Death and other causes remove about one percent a month which will bring the average for the two years within the limitations set by the appropriation.

Hand-to-Mouth—In keeping with its habitual hand-to-mouth policy—a policy not unique among the states—the Illinois legislature made $9 million available for relief in May and June. Chicago's share was a little over $3 million for each of the two months. Relief in June continued at a level of about 75 percent of the budgeted needs of the clients, with some help from surplus commodities. The city has used up all local funds available for 1939 "in keeping a flock of wolves from the door." What the program will be from July on depends on further action by the legislature. The state Emergency Relief Commission estimates relief needs at about $5 million a month. Present taxes will bring in about $3 million.

When Freedom Rings—In California, transfers from work camps to county relief boards last February showed the immediate effect of the first month of operation of the new policy of allowing a choice between camps and home relief for most single male dependents. [See "Work Camps or Nothing," by Samuel E. Wood, *Survey Midmonthly*, April 1939.] At the end of the month there were 10 percent fewer persons in the thirty-nine State Relief Administration camps—exclusive of WPA boarders—than at the end of January. Over 1000 men had been transferred from the camps to the county relief boards as compared with slightly over 100 in January. However, the camp population was larger by more than 700 men than in December when the "beggars can't be choosers" policy was in full force.

But complete freedom of choice is still not a fact. Coercion to live at the work camps exists for those men for whom the camp program seems to offer special benefits. These include chronic alcoholics, men with venereal disease and men who are "not a part of the community in which they live, [who have] no ties or friends or family and . . . no prospects of securing employment."

Sensible Saving—Double auditing of public assistance records by federal and state authorities is being replaced in New York by joint auditing by the Social Security Board and the State Department of Social Welfare. An experiment in the joint system was made with 49,000 records of aid to dependent children in New York City. The state auditing unit reviewed all the cases and the federal unit verified the result by test-checks. The procedure effected a saving of about 75 percent of the costs of the full auditing by both authorities.

It now is proposed to extend the system throughout the state and to include all three categories, the aged, the blind, and dependent children. The responsibility for the full audit would alternate month by month between the two authorities as would also such saving in expenses as the procedure accomplished.

WPA

PERSISTENT gossip about WPA employment as a "career" is beginning to rankle in Washington where it is known that every month more than 100,000 persons leave the rolls to take private jobs, and that nearly two thirds of the workers have been on the rolls for less than a year and a half. Because nobody else bothers to investigate the stories that go around, WPA has set up its own investigating routine. Whenever a job rejection story turns up an investigator is set on its trail. If it is found to be true the worker in question is discharged at once. Less than one tenth of one percent of the stories turn out to be valid.

By the time a story reaches WPA headquarters considerable harm has been done which there seems to be no way of undoing. A popular national weekly recently refused to publish a retraction when faced with the evidence of the fictitious character of a WPA story it had played up sensationally. A well known financial columnist ignored a telegram asking for the name of a store which, he had maintained in print, had been unable to hire 2000 part time clerks because of WPA competition. Neither the weekly publication nor the columnist found a good story in the 4000 women in New York who waited up all night for twelve jobs paying $80 a month or in the 7000 men who swarmed the Boston Navy Yard to apply for twenty-five jobs.

Those Fancy Salaries—The WPA briskly rallies figures to refute the charge of "fancy salaries" paid to its administrative personnel. Its employes earning more than $100 a month have average annual pay of $1581, it says, adding that this is $290 less than the average for all federal employes. In an airmail canvass of all state and regional units data were collected on some 30,000 persons on the administrative payroll. They showed that 17.9 percent are paid less than $1000; 38.7 percent between $1000 and $1500; 22.2 percent, $2000 and over. In the higher brackets above $5000 are six tenths of one percent of the administrative personnel; in the "fancy" bracket, $7000 and over, one tenth of one percent.

Farmers and WPA — Frequent grumblings that farmers were giving up tilling the soil in favor of WPA employment prompted a recent survey by the local welfare board in Todd County, Minnesota. Here a study of 100 cases of former farmers brought out five main reasons why families left the farm: desirability of WPA employment, poor management, discouragement, diseased stock, lack of initiative. While only five out of the 100 families had deserted the farm because of lack of initiative, fifty had left because they saw greater security in WPA employment—evidently with no thought of the insecure nature of the whole WPA set-up. These were either poor managers or were discouraged by drought, chattel mortgages, inadequate equipment. The conclusion reached through the study was that "sound advice and supervision" could have restored most of these families to independence on the farm. This was suggested as possibly the province of the Farm Security Administration.

Just "Au Revoir"—Premature is the sigh which is heaved when a relief case is "closed for private employment," for statistics compiled by the WPA Division of Research show that three fifths of the cases probably will be back on relief within the year. This was the ratio that returned in 1108 cases closed in thirteen cities during the summer of 1935. A follow-up of these families during the year revealed that though the average number of jobs held during the

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period was two per worker, the two combined accounted for little over half the period. One fifth of the employable persons went through the entire year without finding work. The average total income per case was $897 of which $200 came from WPA or general relief.

In Print—An effort to bring statistics to life and to show the men and women behind the figures has been made in "The Personal Side," a volume of over 400 mimeographed pages published by the division of research of the WPA. It consists of forty-five selected case histories of Dubuque, Ia. families which belonged to the wage earning group and had experienced, during the depression years, at least one period of unemployment lasting four consecutive months. The case histories fall into three main groups: those who had been on relief and returned to private employment; those who received relief while unemployed and are now working in private industry; those who whether on relief or not have failed to get back into private industry. Among these cases are construction workers caught in the long depression of the building trades; boys and girls just out of school, with little training and no experience; the physically disabled and the older workers.

The families tell their own stories. The interviewers in most instances made several visits to a home. Relatives and friends dropped in and conversations were extended in time and broad in scope. No attempt has been made to edit the opinions expressed by the people interviewed, their criticisms and evaluations of the WPA, or their views on a great variety of other topics of local and national interest.

In "State Public Welfare Administration," a stout volume of 398 pages (offset process), Robert C. Lowe of WPA's division of research summarizes and tabulates, state by state, all laws enacted up to this year that bear on public assistance in any form. From WPA, 1734 New York Avenue, Washington, D.C.

The Aged

THE "look-up" section of the U.S. Census Bureau has been so swamped with inquiries from old folks seeking to prove their age in order to qualify for assistance or benefits that Congress has been obliged to add $20,000 to the bureau's appropriation for this purpose.

Home Life—Recognizing that a great number of old persons are forced to live in a tenement, a furnished room or an institution, the Home for Aged and Infirm Hebrews in New York has undertaken to demonstrate how a "normal life" may be provided for old persons of limited income and resources.

Two apartments have been furnished in a large elevator building in a pleasant neighborhood near Riverside Park. Each has two single bedrooms, a double bedroom, a living room, maid's room, kitchen and bath. In addition one has a dining room where occupants of both apartments will eat. Bright decorations and attractive furniture lend individuality to each room. In each apartment four old persons live together as a family.

There is also a housekeeper in one apartment and a maid in the other, both serving the two suites. The entire emphasis is on "family" life. Though representatives from the Home "observe" through periodic visits, the old folks "run their own lives." If they wish to use the recreational and therapeutic facilities of the Home they may, but there is no coercion or coaxing. There are only two rules, consideration of others and promptness at meals.

The old persons chosen to live in these pleasant surroundings are charged $10 a week. This does not cover even the rent; the institution makes up the difference. That the occupants had to be "chosen" was indicated by the many applications from various welfare agencies and individuals. Preference was given to persons whose former standards of living were being undermined by financial stringency, and selections made with the view of bringing together persons temperamentally and intellectually congenial. Only able-bodied old folks were accepted. The institution's doctor is on call.

Though the Tompkins Square Apartments, run by the Community Service Society of New York, for many years has provided subsidized apartments for old people, this new plan is unique in forming households and thus emphasizing non-institutional group living.

Money Back—The division of old age assistance of the New Jersey State Department of Institutions and Agencies reports that in its latest fiscal year it recovered from estates of deceased beneficiaries the sum of $173,466, or 3.2 percent of the total net expenditures made in their behalf. Under the established policy of the division, assets assigned by the beneficiary may be used during his lifetime, with the approval of the welfare board, for extraordinary needs such as special surgical appliances or extended nursing care. Assets that remain at the time of death are used, first for burial expenses; second, to pay medical and nursing costs incident to the last illness; third, to provide for needy survivors; fourth, to reimburse the public treasury for assistance rendered.

Incomplete figures indicate that the 2301 recipients of old age assistance who died in the year ending June 30, 1938 left assets previously assigned to the state totaling approximately $313,680, much of it in the form of insurance. Of this about $95,360 was expended for burials and about $4080 for medical expenses. About $40,780 was returned to the clients' families.

Stearns County, Minnesota, reports that in each of the years 1936 and 1937 about one twelfth of the amount spent for old age assistance was paid back to the community by the recipients in the form of property taxes. Minnesota officials consider the fact interesting and significant.

In Minnesota—More than half of the 8855 men and women accepted for old age assistance in Minnesota during a recent twelve months period lived in households in which no other type of public or private assistance was received. Approximately 2900 individuals resided in households receiving one additional type of aid, usually another grant of old age assistance. Before receiving these grants nearly 65 percent of the aged had been receiving no aid from the public and had received none within two years, while nearly 10 percent more were receiving no assistance at the time of the investigation but had received it in some form within two years. More than eight thousand were living with relatives.

The Insurances

MORE than a third of the applicants for social security numbers in 1938 were women—36 out of every 100—according to an analysis of the records given out by John J. Corson, director of the bureau of old age insurance. According to the 1930 census, women constituted about 22 percent of the gainfully employed; but at the end of 1938, women held over 28 percent of the 41,900,000 account numbers assigned. Mr. Corson lays this proportionately larger showing to the high turnover among women workers. Grouping last year's applicants by age, the analysis shows that nearly 57 percent were men and women under the age of thirty; nearly 25 percent, young people between fifteen and nineteen.

Merit Rating—Governor Herbert Lehman of New York vetoed the merit rating bill, designed to reduce unemployment compensation contributions of employers with "good employment records." The measure was introduced in the final fortnight of the session. The governor signed a bill authorizing a study of the practicability of a merit rating system.

Wage Records—Fewer requests for wage records are being received at the Baltimore office of the bureau of old age insurance. These requests totaled about 1900 a week through February and March, as compared with 3557 for the peak week at the end of October 1938.

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By the end of March 1939, more than 81,000 requests for wage information had been received, and 80,928 complete statements had been forwarded in reply.

Compensation Appeals—A survey of state reports on unemployment compensation appeals cases involving 13,987 workers, showed that approximately seven out of ten appeals from decisions concerning their benefit claims were upheld. More than half the appeals questioned the rate or duration of benefits, or the worker's eligibility for benefits based on state records. Employers filed only 4 percent of the cases, and approximately three out of every ten were successful. Most of the employer appeals involved discharge for misconduct, voluntary leaving, and seasonality. Of the total number of cases, 9713 originated in Pennsylvania, 3075 in New York. Other states reporting more than one hundred cases were Indiana, Michigan, Oregon, and Wisconsin.

Schools and Colleges

THE right of the New York City Board of Education to require teachers to answer questions on marital status and spouse income was upheld recently by the New York State Department of Education. The questionnaires had been sent out in preparation for a study on the husband and wife combinations in the city school system, and were vigorously protested by the Teachers Union, AF of L, and the Teachers Guild of New York, an independent group. The decision was made in a dismissal of the appeal of a guild member who had filed her answers under protest and sought order for their return.

The Product of the Schools—The results of secondary school education, and recommendations for revamping high-school programs are considered in the last two volumes of the Regents Inquiry into the Character and Cost of Public Education in New York State: ("Education for Work," by Thomas L. Norton; "When Youth Leave School," by Ruth Eckert and Thomas O. Marshall). These studies show that New York highschools satisfactorily prepare a small minority of their pupils for college, but that four fifths of the pupils are insufficiently prepared for their out-of-school life. The reports, based on studies of 53,000 students who left the secondary schools of fifty-one representative communities in 1936-7, point to the need for an overhauling of the secondary school program so that non-college students will be better equipped for adult life, and so that rural students will have opportunities more nearly equivalent to those offered in the city. Girls are found to be less well prepared than boys under the existing order. Parents and teachers share almost equally the blame for not knowing the young people of highschool age. Even on the academic level, the study shows that the schools do an inadequate job, since a substantial majority have meager knowledge of such basic skills as spelling and arithmetic. Vocational information and guidance were found generally inadequate, both for youth in school and for young people who are "out on their own."

For Education—Expenditure of capital funds and interest by the General Education Board in 1938 are outlined in the annual report, part of which was made public last month. Of the $7,410,-045 appropriated during the year, the largest sums went to educational programs in the South. The major amount, $3,205,900 went to the education of white persons in the South; over $800,000 to Negro education. The 1938 appropriations, with some $15 million earmarked for going programs, reduced the funds of the board to something more than $8 million. Since its founding by John D. Rockefeller in 1902, the board has spent a total of $262,469,079. Rapidly approaching liquidation, the board will, according to Raymond B. Fosdick, director, concentrate its efforts during its few remaining years on the southern program, experiments on the secondary school and junior college level, and a program in child growth and development.

Negro Education—Governor Stark of Missouri has signed a bill to bring the standards of Lincoln University up to the level of the University of Missouri, in order to meet the U.S. Supreme Court decision in the Gaines case, ruling that Negroes must be admitted to the university in the absence of other equal educational facilities in the state. Governor Stark stated that schools for training in law, medicine, dentistry, engineering, and other professions should be established immediately by the new board of curators of Lincoln University. The new board of nine members must, under the measure creating it, include at least four Negro members, and not more than five can be from one political party. The curators will serve six-year terms. . . . In Georgia, in what is generally considered a move to keep Negroes from applying for admission to the state university system in accordance with the decision in the Gaines case, Attorney General Ellis Arnall has ruled that "white teachers cannot legally teach Negro children in the public schools of Georgia."

Record and Report—"State Aid to Private and Sectarian Schools" (revised edition) summarizes state legislation, court decisions and practices in each state. Price 15 cents from the National Education Association, 1201 16 Street N.W., Washington, D.C. . . . "Americans All—Immigrants All" is a study guide based on the outstanding series of twenty-six radio broadcasts produced through the collaboration of the Columbia Broadcasting System, the U.S. Office of Education, WPA, the Service Bureau for Intercultural Education, and others. The bureau (106 Waverly Place, New York) is prepared to consult with teachers and group leaders on problems of intercultural understanding. . . . Major findings of the report of the Advisory Committee on Education are summarized in a brief and readable pamphlet, "The Federal Government and Education." Price 10 cents from the superintendent of documents, Washington, D.C.

Concerning Children

FARMING on a roof top is a serious as well as a joyous adventure to the five to eleven-year-old children of the West Side Center of the New York Children's Aid Society. To safeguard their flower and vegetable gardens from rapacious pigeons and sparrows, they hopefully have set up an eight-foot scarecrow with raggedy clothes and fearsome face, duly christened Frankenstein with water from the garden hose. Any birds daring to defy this startling sentinel will meet a second line of defense, Punch, Judy and Topsy, three kittens entrusted with the responsibility of assisting Frank. The flowers resulting from all this solicitude will be exhibited at local shows; the vegetables will be consumed by the youthful farmers.

Campers—Boys and girls from the tenements have a camp record for good sportsmanship and cooperative behavior unexcelled by children from any other economic group, says William H. Matthews of the Community Service Society of New York out of his long experience directing the camp program of the AICP. These young campers, most of them from homes that have known nothing but hardships for a long period, do their full share to make camp life a success. In the past ten years only 38 out of 7800 boys and 3 out of 1390 girls had to be sent home for infringement of camp rules. During the present summer the Community Service Society will send almost 4000 persons to its own nine summer camps and another 1000 to camps operated by other organizations.

By its frank discussion of problems which all camp counselors have to face the annual report of Camp Ramapo, operated by the Jewish Board of Guardians, New York, takes on general interest. The Ramapo campers are children who require specific treatment and special guidance. These the camp program is designed to give. Every effort is made to make the child feel free so that he

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may present the negative as well as the positive side of his personality; and at the same time to supply controls which are formative and not repressive. It is found that a great many boys, as soon as they are placed in a non-coercive, stimulating, friendly milieu, present no problem at all. The current report covers four areas of camp life: habit training, relationship with adults, relationship with children, and training in special skills.

Born too Soon—The division of research in child development of the U.S. Children's Bureau, in cooperation with the pediatric department of New York Hospital, is engaged this year in a study of premature infants. Efforts will be made to correlate the work of the special follow-up clinic for such infants with the work of nursing and social agencies to the end of improving home care.

Records Fall—The Infant Welfare Society of Chicago again has broken its own record by reducing, last year, the deathrate of the babies under its care, all living in the poorest districts of the city, to 5.8 per thousand. The rate of all Chicago babies, rich and poor alike, was 33.7 per thousand live births. There was not a single maternal death among the 1455 mothers to whom the society gave prenatal care. Says the Society proudly, "Every one of our mothers and babies has Gold Coast care."

In Print—From material contributed by its member agencies the Child Welfare League of America has prepared a special bulletin, "The Effect of Case Work upon the Population of Children's Institutions." From the league, 130 East 22 Street, New York. 12 pp. Price 25 cents. It discusses and illustrates methods of obtaining case work service and its value to the child and the institution in every aspect of the relationship. "Doing without case work is like throwing away the X-ray machine and blindly performing all the major operations that people think they need."

Food for all the children except the baby under a year is the subject of "Well Nourished Children," published by the U.S. Children's Bureau. Prepared with the cooperation of the Bureau of Home Economics of the Department of Agriculture it answers questions as to the kind and quantity of each of the foods needed for the family. . . . Also published by the Children's Bureau is "Habit Clinics for Child Guidance," price 15 cents, a revised edition of a 1923 pamphlet, brought up to date by experience in habit clinics during the past fifteen years. The child and his personality, his habit problems, ways in which adults can help him to meet these problems, habit clinic personnel and procedure, are only a few of the topics discussed.

YOU CAN BE SURE OF THE BEST

MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

The Child Welfare Information Center of the League of Nations, Geneva, has published a summary of legislative and administrative measures passed in the interest of children by nineteen countries during the past two years. The institution of juvenile courts in the Argentine Republic and in Guatemala, the coordination of certain branches of maternity and child welfare work in France, and the organization of a Department of Special Assistance to Children in Mexico are cited. Sweden now has a system of pensions for children who cannot be supported by persons normally responsible for them, and Japan a law giving aid to mothers and grandmothers in need and with dependent children.

Valuable reference in child study is "Child Psychology" an annotated bibliography compiled by Floyd Hardin, Eulalia Dougherty Chapman and Letha Belle Hill. Classification includes child study, abnormal and backward children, children-management, education of children, juvenile delinquency, parent and child. Price $1 from the Biographical Center for Research, Denver, Colo.

Jubilee—Just fifty years ago twenty-four boys met in a room in Worcester, Mass. to form a boy's club. Today the membership of the Worcester Boys Club is close to 8000. More than 5000 boys between the ages of six and seventeen marched in the jubilee parade that was a part of the anniversary celebration.

Bit by Bit—Indiana is making a definite effort just now to correct run-down conditions in certain of its institutions for children. Latest to be tackled was the Marion County Colored Orphans' Home which the county Department of Public Welfare took over in April. In a single month twenty-eight of the ninety-eight children in residence were placed out in private homes, thus reducing overcrowding. An intensive effort found homes and jobs for several boys past juvenile age who had been kept on in the institution because there seemed no other place for them. Meantime several new staff appointments have been made and plans are under way for renovating the institution and developing a social service program with acceptable standards.

The Public's Health

THAT staid journal of the U.S. Public Health Service, *Public Health Reports,* was enlivened recently by an article in which Dr. Robert Olesen, assistant surgeon general, told of the kind of questions Mr. and Mrs. Public put to the service. The ten thousand questions examined by Dr. Olesen defy classification by anyone but an ardent statistician. They come from every state in the union and are asked by about equal numbers of men and women. March and October are the high months. The illness of a prominent person or the discovery of a new "cure" invariably brings a flood of inquiries. Dr. Olesen divided the inquiries roughly into those concerned with medical and public health subjects and with specific diseases. To answer many of the queries requires extensive library research. "One wonders to what use much of the information may profitably be put." Great numbers of the letters offer a "sure cure" for something or other with the suggestion that its discoverer would not be averse to a reward, say $100,000 or even a million. Most touching, and most difficult to handle, are the inquiries from distracted people seeking medical help in a situation for which there is no help.

Hospitals — The Citizens Advisory Committee of Chicago, which has been studying the situation of the Cook County Hospital for the past two years, has recommended to the board of county commissioners a complete reorganization of the hospital, a new medical director chosen under strict civil service procedure, a $3 million building program, drastic revisions of administration and

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accounting, and state legislation providing for a permanent advisory council of nine outstanding citizens chosen "on a strictly non-partisan and representative basis." After presenting its report, and before the commissioners had acted upon it, the committee resigned.

New York has another largest-of-its-kind-in-the-world in its new twelve-story, $5 million Memorial Hospital for the Treatment of Cancer and Allied Diseases, which was opened in mid-June. The institution was made possible by the gift of a site by John D. Rockefeller, Jr., a grant of $3 million by the General Education Board and of $500,000 by Edward S. Harkness. Combined with these funds were the resources of the old Memorial Hospital founded in 1884 as the New York Cancer Hospital, which was the first institution in the country devoted wholly to the study and treatment of cancer. The new building has 168 beds with provision for expansion, as well as extensive clinical and laboratory facilities.

The WPA buildings for the convalescent day camps for patients discharged from New York City hospitals have been completed and the eight bungalows, accommodating eight patients each, are open for business. The bungalows, with glass fronts facing south, have one large room, with ante-rooms for toilet and kitchen facilities. Patients are accepted daily from 10 to 3 for upwards of a month's care. The bungalows are supervised by Dr. George Kojac of the Department of Hospitals with a staff of about forty WPA workers.

Doctors' Plan—After declaring firmly and formally against the Wagner national health bill the Medical Society of New Jersey, at its recent meeting, voted to create a medical service plan of its own. With a $5000 subsidy from the society, a non-profit corporation will be formed to take voluntary memberships at a rate of about 4 cents a day. Members would have a free choice of physicians who would be paid by the corporation. The plan will be tried for a year, probably in Newark. If it works it might be expanded later to cover hospital as well as medical care at a total rate of about 7 cents a day.

Tb Testing—By mid-June the tuberculosis service of the New York City WPA, in cooperation with the Department of Health, had completed its project of X-raying 66,800 individuals in five separate groups. The groups included 1200 students at Queens College; 600 students at the Food Trades Vocational Highschool; 20,000 members of the United Shoe Workers Union; 20,000 of the Undergarment, Negligee Workers Union; and 25,000 of the Dress and Waistmakers Union. Groups previously X-rayed included members of the Furriers Joint Council, thousands of college and highschool students, 70,000 members of families on home relief, 5000 transients in the Municipal Lodging House, and some 5000 inmates of correctional institutions. Incidence of infection ran from one half of one percent among highschool students to 16 percent among transient and homeless men.

Cancer Study—From the Woman's Medical College of Pennsylvania come gratifying reports of the first year's work of its research clinic on cancer. Last year some 1200 women from all walks of life, between the ages of thirty and eighty, volunteered to cooperate in a five-year clinical study of early discovery and treatment. All were examined at six-month intervals and every "unhealthy condition" that might lead to cancer was treated. Only four actual "early stages" were discovered and three of these appear to be cured.

Why Blindness — Arrangements are under way in the division of public assistance research of the Social Security Board for the compilation of standardized statistics of the causes of the blindness of recipients of aid to the blind. Four states, Indiana, Maryland, Washington and West Virginia, already have experimented with tabulations in this area and others are expected to join. Participation in the project is limited to states which maintain satisfactory records of medical examinations of applicants for aid to the blind. Details of the study were developed by the division of public assistance research in cooperation with the American Foundation for the Blind and the National Society for the Prevention of Blindness.

At Tuskegee—Largest grant to date by the National Foundation for Infantile Paralysis is $161,350 to Tuskegee Institute for the establishment of an infantile paralysis center for Negroes. The grant allocates $81,400 for construction of a thirty-six-bed hospital, $39,950 for equipment and $40,000 for maintenance for a year. Dr. John W. Chenault, director of orthopedic surgery at Tuskegee, will be in charge. The center not only will offer the most modern treatment but will train Negro doctors, surgeons, nurses and physiotherapists in the proper care and after treatment of infantile paralysis.

In Print—The 1938 report of the executive office of the National Tuberculosis Association points to the lack of clinical facilities, case finding programs and hospital beds as factors in delaying the eradication of tuberculosis. The report discusses the research and educational work of the association calling particular attention to the recent studies made of tuberculin which tended to verify its effectiveness as a test for tuberculosis susceptibility in humans. Another of the association's publications, "The Treatment of Tuberculosis in General Hospitals," is a plea for general hospitals to open their doors to tuberculosis patients. Four advantages are held out for argument: stimulation of professional interest in tuberculosis; prevention of the spread of tuberculosis; improved treatment facilities for tuberculosis in the community; increase of the hospital's income. Both from the association, 50 West 50 Street, New York.

Welcome to researchers in the public health field is the "Historical Directory of State Health Departments," compiled by Robert G. Patterson and published by the Ohio Public Health Association, Columbus, Ohio. Price $1. Here are traced the changes in organization, personnel policies and publications that have occurred in each of the state health departments since the first one was established in Massachusetts in 1869.

From the department of philanthropic information, Central Hanover Bank and Trust Company, New York, comes a beautifully printed brochure, "The Mental Hygiene Movement from the Philanthropic Standpoint." Prepared with the

For thirty-seven years Anna B. Heldman of the Irene Kaufmann Settlement, Pittsburgh, has trodden the streets of "the Hill" in her round of duty. One day last month she was summoned to the mayor's office to receive, with floral accompaniments, a copy of a new city ordinance, signed and sealed, which changed the name of one of those streets from Underhill to Heldman Street. Since 1902 Miss Heldman, Pittsburgh's pioneer visiting nurse, has had an effective hand in every progressive public health movement in the city and a lot of other progressive movements to boot. In 1908, she was associated with Frank E. Wing in the typhoid study of our Pittsburgh Survey.

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cooperation of mental hygiene authorities its purpose is to acquaint trust officers, lawyers and others with the importance of the movement to the end of securing for it increased support, presumably through legacies and bequests.

Professional

"FEW persons wear hair shirts any more," said Mary Irene Atkinson, of the U.S. Children's Bureau at the tenth anniversary meeting of the children's section of the Welfare Council of New York City. Miss Atkinson seemed to feel no regret at the passing of the medieval custom, but added that unfortunately the desire for job success often proves ruinous to social workers who give up positions for which they are well-suited for others carrying more prestige. Said she: "Some of the failures in social work are undoubtedly the result of placing people at points where they function least effectively instead of making it possible for them to achieve both status and adequate remuneration in the job where their productivity is greatest." Miss Atkinson referred particularly to workers with talent for case work practice in rural areas.

For Nurses—Two programs in nursing will be offered next fall by the University of Cincinnati's School of Nursing and Health in connection with the Cincinnati General Hospital. One begins a new four-year program leading to the degree of Bachelor of Science in Nursing; the other continues a three-year nursing course leading to a diploma. The four-year course will include, in addition to the usual hospital training, courses in normal nutrition, English, public speaking, sociology, general psychology, abnormal psychology, child psychology, and history. Courses in the biological sciences will be given at the university's College of Medicine. . . . The University of California is about to establish a department of nursing and a school of nursing. The school will create a curriculum leading to a B.S. degree and will unify the various curricula of nursing offered in Berkeley and San Francisco under the auspices of the Medical School and the Department of Hygiene. . . . The summer session of the University of Wisconsin will initiate a public health nursing major for the five-year nursing curriculum. Inquire of Mrs. Judith A. Davies at the university, Madison.

Personnel Practices—The much discussed report of the committee on personnel practices of the California Conference of Social Work, which has been two years in the making, was formally adopted with scarcely a dissenting voice at the recent meeting in Oakland. Offered by the committee in the hope that "the suggested practices will be of value in provoking discussion and experimentation which will result in more effective social work," the report recommends that employer-employe relationships should provide for staff participation in management with a committee composed of the workers, supervisors, executives and board members to determine personnel practices, and with a definite recognition of the right of employes to organize or join organizations of their own choosing. Also, that employment in social work should be based upon professional qualifications without respect to residence, that the agency should give the employe at least a month's notice of dismissal, should state the reasons for dismissal if the employe so requests, and that no one person should have the power to dismiss without the concurrence of some one else in authority. Promotion should be based on professional equipment, potential fitness for the higher position, performance and seniority, and in case of demotion the worker should have recourse to a personnel and employment practices committee. Recommendations on working conditions cover days and hours per week, overtime, vacations and leaves, expenses necessary to work, medical examination, illness and accident. The report as adopted was published in the *Conference Bulletin* for May. Price 25 cents from the California Conference of Social Work, 333 Kearney Street, San Francisco.

Case Loads—Arguments for small case loads for visitors in the public assistance services are supported by facts and figures in a recent study, "Size of Visitor's Case Load as a Factor in Efficient Administration," by Constance Hastings and Saya S. Schwartz of the Philadelphia Department of Public Assistance, 112 North Broad Street, Philadelphia. For the purpose of determining what effect a relatively low case load has upon efficient and economical functioning of the agency and upon the extent and effectiveness of the services rendered, a three months experiment was organized in which one group of visitors had case loads of 140, approximately the agency average, and another of 70. After checking and analyzing the work of each group the authors summarize the specific advantages of the low case load in part as follows:

Frequent investigations of active cases resulting in more accurate determination of needs and resources.

More collateral contacts for checking resources and ability of relatives to assist.

Prompt discovery and discontinuance of more ineligible cases, and more decreases in grants, with a resultant saving far in excess of the necessary cost for additional personnel. (A saving of $3 in assistance funds for every $1 expended for additional personnel.)

More thorough investigation of applying cases resulting in a higher percentage of rejections, discovery of income in more cases, the granting of maximum grants to fewer non-income cases.

Reduction of office routine with a consequent higher proportion of time spent in the field.

Improved visitor-client relationship, with client showing more responsibility and cooperation.

More frequent and thoughtful utilization of community resources.

More prompt action on restitution cases and prevention of many such claims.

Information Please—Believing that relief is to remain a social problem of first importance for years to come and that much light could be shed on it by additional research, the Committee on Social Security of the Social Science Research Council, 726 Jackson Place, N.W., Washington, D.C., prepared a pamphlet, modestly called a memorandum, "Suggestions for Research on Problems of Relief," hoping thereby to challenge the interest of university faculties in planning and guiding the work of qualified graduate students. Immediate exigencies, says the committee, have so interfered with research that studies have been few and more or less transitory. Among the baker's dozen of topics suggested for surveys and theses are: the influence of relief and WPA policies on the labor market; the training or retraining of workers on relief; the nature and characteristics of the relief population; principles of eligibility for relief; relief standards; rural rehabilitation; fiscal competition among the social services. Regional, state and local studies of relief experience are urged, and definite suggestions are made. The committee offers to give all possible assistance in bringing to the attention of interested persons existing bibliographies and source material. It asks that it be informed of studies contemplated or under way so that it may act as a clearing house for information in this field.

A Co-op Movie—"The Lord Helps Those Who Help Each Other," a motion picture of the Nova Scotia cooperative movement, can be rented from the Cooperative League, 167 West 12 Street, New York, for $4.50 first showing, $2.25 additional showings, $13.50 per week. A print may be leased for its lifetime for $75. The film is in three reels, 16 mm., silent, showing time approximately 45 minutes. It was produced by the Division of Visual Experiment of the Harmon Foundation with the assistance of the Cooperative League of the U.S.A. and the extension department of St. Francis Xavier University in Antigonish. The scenes depict fishermen and farmers at work before the advent of Father Tomp-

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kins, the introduction of the cooperative system, and the resulting transformation that took place.

Imported School—The "mountain has come to Mahomet" in Kansas City where social workers with no school close enough to permit them to improve their professional equipment have imported one from St. Louis across the state. The plan, which has been in operation since last fall, began as a project of the local chapter of the American Association of Social Workers but soon involved the cooperation of the chapter of the Missouri Association for Social Welfare, the Council of Social Agencies, and the Kansas City Charities Fund. The initial step was to invite Frank J. Bruno, head of the School of Social Work at St. Louis's Washington University, to speak at a joint meeting of the Kansas City AASW and the MASW. Here at this meeting it was found that at least 100 persons were interested in taking courses.

The plan, as worked out with Washington University, permits students to matriculate at the university and take courses in Kansas City for credit or to take courses without matriculating and without credit towards a degree. The university furnishes instructors. Since the tuition is the normal university fee of $25 for a three-hour course, additional financing was furnished by the Kansas City Charities Committee which underwrote $1500 of an expected $2500 deficit. As it turned out only a little over $1000 of this money was needed as an advisory committee appointed by the university raised approximately $700.

The first year of this imported school has proved so successful that plans for enlarging the curriculum for 1939-40 are now under way. This year a full time professor taught two case work courses the first semester and three the second. During the first semester additional courses were given in the psychiatric aspects of case work and the medical aspects of social work. The second semester included a course in children's behavior problems and in public welfare administration. Persons professionally engaged in social work are eligible to take only one three-hour course a semester.

In Print—"The Committee in Action," published by the Women's City Club, Cincinnati, contains the conclusions of the 1939 Conference on Committee Procedures. It presents an outline of important points relating to committees and their functions, methods of procedure, membership, attendance, leadership, organization and public relations. Price 10 cents, less in quantity, from Ivah Deering, 1118 Cypress Street, W. H., Cincinnati, Ohio.

Available now in three eight-page pamphlets are summaries of the discussion of three of the most "live" topics of the third annual round table conference of the American Public Welfare Association, held in Washington last December. Topics of the three pamphlets are: "Legislative Requirements for Public Assistance"; "Public Welfare Boards"; "General Relief." (Price 10 cents each from the association, 1313 East 60 Street, Chicago.)

Education—New courses being offered at the Western Reserve School of Applied Social Sciences in 1939-40 include Public Welfare, Treatment of Juvenile Delinquency, Home Economics and Nutrition Work in Social and Health Agencies, Institutional Work with Children, Recreation, Housing.

People and Things

WE are all wrong it seems when, in noting additions to the staff of the Kentucky Department of Welfare, we remarked, more or less innocently, "What! No Colonels?" Now comes Nell Whaley, informational representative of the department, with, "I'd have you know that we *do* have a colonel on our staff, and a woman at that." She doesn't name names, but if the initials N.W. do not hold a clue we are a bad guesser.

Whoops—Not content with sending Prof. T. V. Smith to Congress and Prof. James Weber Linn to the state legislature, the University of Chicago has now provided a new alderman for Chicago's City Council in the person of Prof. Paul H. Douglas.

More or Less Family—Cornell University and *Survey Midmonthly* both are happy in announcements that turn on the same person, Josephine Strode, whose series of articles, "The County Worker's Job," has been a feature of the "Mid" for the past eight months. Miss Strode has been appointed to the post of instructor in Cornell's department of rural sociology where she will have charge of undergraduate courses in social work and will supervise the practice work of undergraduate students with social agencies. Miss Strode also has accepted Survey Associates' invitation to join its group of contributing editors, thereby assuring to its readers the continuance of her interest and contributions.

Here in the Survey office there is almost a family interest in the appointment of Archibald MacLeish as librarian of Congress. Mr. MacLeish was one of the outstanding contributors to the special issue (February 1939) of *Survey Graphic*, "Calling America," and spoke at the annual meeting of Survey Associates on April 1. His distinguished address on that occasion, "Liberalism and the Anti-Fascist Front," was published in the May *Survey Graphic*.

Academic Procession—*Survey Midmonthly* offers its congratulations on the recognition accorded many of its friends who received honorary degrees at 1939 commencements, including: Dr. Eduard Benes, former president, Czechoslovakia, Columbia University, Princeton, Trinity and Yale; Arthur J. Altmeyer, chairman, Social Security Board, University of Wisconsin; Evangeline Booth, general of the Salvation Army, Columbia University; Dr. S. S. Goldwater, commissioner of hospitals, New York, New York University; James G. McDonald, president of Brooklyn Institute of Arts and Sciences, Rutgers University; Adelaide Brown, first woman on the California State Board of Health, Smith College; James Ewing, Cornell School of Medicine, Union College; Dr. W. Irvin Abell, former president American Medical Association, Manhattan College; Reverend Bryan J. McEntegart, director child welfare division Catholic Charities, Manhattan College; Mrs. Cecelia C. Saunders, executive secretary of West 137 Street Branch of the New York YWCA, Tuskegee Institute; Walter White, secretary of the National Association for the Advancement of Colored People, Howard University; T. Arnold Hill, dirctor of the department of industrial relations of the National Urban League, Virginia Union University; Stanley P. Davies, executive director of the Community Service Society of New York, Bucknell University; Mrs. Mollie Woods Hare, founder and head of the Woods Schools at Langhorne, Pa., Temple University; Archibald MacLeish, Yale; Ordway Tead, chairman board of higher education, New York City, St. Lawrence University; Charlotte Carr, head resident Hull-House, University of Pennsylvania; Howard W. Odum, dean of the School of Public Administration, University of North Carolina, Harvard.

Goings and Comings—It is good news to a wide circle of her friends and associates that on her retirement this fall General Evangeline Booth, international head of the Salvation Army, will return to this country to make her permanent home. . . . Mrs. Cary T. Grayson, whose husband, the late Admiral Grayson, was chairman of the American Red Cross at the time of his death, has been appointed assistant director of volunteer service on the staff of the national organization. For several years she has been a member of the National Committee on Volunteer Service of which Mabel Boardman is chairman.

Among distinguished west coast migrants this fall will be Arlien Johnson, who goes from the Graduate School of Social Work at the University of Wash-

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ington, Seattle, to become dean of the Graduate School of Social Work at the University of Southern California, Los Angeles. There she succeeds Prof. E. S. Bogardus who resigned several months ago to give full time to the department of sociology of which he is executive head. The new director of the Washington school will be Ernest F. Witte from the school at the University of Nebraska.

To New York, from the Family Welfare Association of Minneapolis, comes André McCullough as supervisor of case work at the Colored Orphan Asylum, Riverdale. . . . The children's division of the Indiana State Welfare Department has placed Eleanor Swenson as child welfare consultant in White's Institute, Wabash. . . . Mary B. Buckingham, former executive of the Family Welfare Society, Lexington, Ky., will take over new duties in September as the Family Welfare Association of America's field representative for the Mississippi-Rocky Mountain region.

New York civil serviceites are happy over the appointment of Howard P. Jones to the State Civil Service Commission. Mr. Jones long has been a leader in the National Municipal League, a recognized authority on the organization and functions of local governments.

Glad Department—To the many honors of Dr. Park Lewis of Buffalo, vice-president of the American National Society for the Prevention of Blindness, has been added the gold medal of the International Society for the Prevention of Blindness in recognition of his services since the society was founded ten years ago at The Hague. Lewis H. Carris, general director of the American society, has received the bronze medal of the international body.

Tomorrow—Poetic patients in New York City's municipal hospitals this year turned their minds to the World of Tomorrow in an effort to capture prizes in the annual poetry contest sponsored by the Barnard College Poets and a committee of the State Charities Aid Society. The futuristic topic was assigned so that the best verses could compete in the World's Fair poetry contest. Louis Hickman won the hospital competition with a poem beginning: "Earth's smiling face is freed from care."

New Jobs for Old—Dr. Edwin L. Harmon of the University Hospitals, Cleveland, has been appointed medical director of Grasslands Hospital, Westchester County, N.Y. . . . New director of the social service department of Michael Reese Hospital, Chicago, is Leonora Rubinow, until recently with the Cedars of Lebanon Hospital, Los Angeles. . . . Russel P. Drake has resigned from the Public Administration Service, Chicago, to go to Minneapolis as director of research for the Council of Social Agencies.

Elizabeth W. Fike, who for five years "fit the battle of Louisville" as superintendent of the Municipal Bureau of Civil Service, has been appointed case supervisor of the child welfare department of the Kentucky State Department of Welfare. . . . N. W. Beckelman, until recently with the Welfare Council of New York City as secretary of its division on group work and employment, has gone to Europe as a representative of the Joint Distribution Committee in its work for refugees.

New Blood—The reorganization of Minnesota's welfare set-up (see *Survey Midmonthly* June 1939, page 183) has moved on to the appointment of heads of the three new divisions. They are: director of social welfare, including relief and assistance, Walter Finke, former director of the Minneapolis Legal Aid Society, later assistant secretary of the Council of Social Agencies; director of institutions, including state hospitals and correctional institutions, Carl G. Swanson, since March the Minneapolis purchasing agent for the old board of control; director of employment and security, Victor A. Christigau, coordinator of the state unemployment compensation division, former state WPA director. These three men constitute the Board of Social Security with Mr. Finke as ex-officio chairman. No one knows at this writing who, if any, of the former administrative staff will be retained but "everybody is jittery."

In Boston—Simmons College School of Social Work announces the appointment of Alton Linford as assistant professor in the fields of government and social work. Mr. Linford, who has been associated with the FERA, the WPA and recently with the Wyoming Department of Public Welfare, has been at the School of Social Service Administration, University of Chicago, this past winter completing the academic work for his Ph.D.

After fifty-two years of association with the Family Welfare Society of Boston, the last twenty-five as its president, John F. Moors has resigned but not wholly retired, since the board of the society has elected him president *emeritus*. The new president is Stephen P. Cabot who first served the society as a volunteer some forty-five years ago when he was a student at Harvard. Since 1930 he has been a vice-president.

Charles Sampson, who has been with the Community Federation of Boston the past year, has gone to South Providence, R.I., to organize and direct a demonstration in neighborhood services.

News for Nurses—The new supervisor of nursing education of the New York State Department of Education is Claire H. Favreau, former assistant principal of the Mt. Sinai Hospital School of Nursing, New York City. . . . Elizabeth Miller, for eight years secretary of the Pennsylvania State Board of Examiners for Registration of Nurses, has resigned to take the post of superintendent of nurses at the Norristown, Pa. State Hospital. Succeeding her with the state board is Mary Alice Rothrock, at present president of the Pennsylvania State Nurses Association.

Whew!—For a name that is precisely definitive, let the chips fall where they may, we offer the Conference on Orientation and Reorientation of Social Workers in Psychiatric Clinics and Hospitals in the Metropolitan Area. The CORSWPCHMA met recently in New York and decided to form three permanent organizations concerned respectively with children, adolescents and adults. We don't know which one got the name.

Memorial—The National Association of Jewish Center Workers, in cooperation with the Jewish Welfare Board, has instituted the Harry L. Glucksman Annual Lectures in memory of the late executive director of the board. The lectures, to be utilized "as an instrument for the inspiration and education of professional and lay workers," will be given in alternate years at the annual meeting of the board and at a general session of the association. The first lectures were given in April by President Henry N. MacCracken of Vassar College and Prof. Salo W. Baron of Columbia.

Deaths

CLIFFORD W. HAM, after a brief illness, at his home in Chicago. Mr. Ham had been for several years past associated with the American Municipal Association, lately as its executive director. Much of his earlier career was in Michigan.

RUTH KINGSLEY DEETS, in late May, director of the child welfare division, South Dakota State Department of Social Security, and wife of Lee E. Deets, head of the department of sociology of the University of South Dakota. Mrs. Deets, one of the few trained social workers in the state, began her contribution to social work in the state in 1934 with the FERA. She served as program chairman for the 1938 State Conference of Social Work. During the 1939 legislature she prepared and secured passage of a far-reaching child welfare act providing for the licensing of child-placing agencies, foster homes, and institutions, and the protection of adoption records.

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Book Reviews

Policy in Transition

FEDERAL AID FOR RELIEF, by Edward Ainsworth Williams. Columbia University Press. 265 pp. Price $3.25 postpaid of *Survey Midmonthly*.

IT is early to tell the story of federal emergency relief with seasoned appraisal of its meaning to the life of the nation; extensive field research is necessary for that. Yet it is high time for a recounting of the action taken by our national government and of the phases through which public opinion has passed. This is the valuable accomplishment of Mr. Williams in his careful review of documents and of authoritative writings upon this factor in America's growing up. In spite of the difficulty of securing a fair and completely independent appraisal of so vast, so urgent, and so partisan an enterprise from the statements of officials who are reporting their own accomplishments, this work will stand as a documented record of the new policy in public relief.

Quite properly the author paints, behind the picture of emergency federal action, the background story of public relief processes prior to the new departure. From that point he depicts the several steps in the governmental program, with emphasis on those taken by Congress in the transition from the budget-balancing economy of the Hoover administration to the grants-in-aid of 1933 and the administration of direct relief from 1934-1936. The author's classification of topics is a helpful guide to sound analysis of the broad problem, particularly in the last topic, "Appraisal of the Grant Method." Throughout the volume the footnotes are as illuminating as the text.

Students of public relief forget too readily that the Federal Emergency Relief Administration was constantly confronted by the need for a ten-year program, while faced by the complete impossibility, through lack of legal sanctions, for planning beyond a scant three or four months. The frequent changes in federal organization and in program are carefully explained by Mr. Williams with the reasoning upon which each was based.

ROBERT W. KELSO
University of Michigan

Sane but Unstable

PSYCHOPATHIC STATES, by D. K. Henderson, M.D. Norton. 178 pp. Price $2 postpaid of *Survey Midmonthly*.

IN tackling the problems presented by those who suffer from a psychopathic state Dr. Henderson has faced a difficult task. He is discussing persons who are not psychotic or insane, but who are abnormal in their behavior as the result of their instabilities, impulsiveness and emotional immaturity. He makes us understand that frequently these individuals are well endowed from the standpoint of intelligence, but from a social standpoint they act in an unintelligent way, often either predominantly aggressive, predominantly passive and inadequate, or predominantly creative. As a psychiatrist of wide experience the author has seen many examples of these sub-classes.

A review is hardly the place to dwell on the more technical considerations of the nature of the psychopathic state. Most of what has been contributed to this subject Dr. Henderson takes into account. The volume is deeply concerned with the difficult social aspects of the whole problem. While Dr. Henderson does not deny the part that life experiences—particularly bad training and bad environmental situations—play in the production of such abnormal life histories, he nevertheless feels that these demonstrate a specific relationship to an underlying psychobiological immaturity. He cites case after case to illustrate the several points that he particularly stresses. This makes the book very lively and readable. He includes a certain optimism with regard to social rehabilitation which is hardly to be found in any other work on the subject. He stands very strongly for the furtherance of the whole concept of preventive treatment of abnormal mental states. Quite aside from the author's professional acumen the book is packed with common sense observations that bear upon the possibility of better social control.

WILLIAM HEALY, M.D.
Judge Baker Guidance Center, Boston

Rational Racialism

POPULATION, RACE AND EUGENICS, by Morris Siegel, M.D. Published by the author, Hamilton, Ontario. 206 pp. Price $3 postpaid of *Survey Midmonthly*.

THIS little volume is divided into two parts, "Positive Eugenics" and "Restrictive Eugenics." The first part includes chapters on population and eugenics, etiology, constructive recommendations, racial theories in relation to eugenics, and rational marriage. The second part includes chapters on the feebleminded, mental disorders, epilepsy, restrictive measures, and general conclusions. With such a big order of subject matter for a small volume, it is not surprising that sketchy treatment characterizes some of the subjects.

The author does not presume to make a scientific contribution to any of the subjects embraced in the tri-partite title of the book. His purpose, rather, appears to be that of summarizing the scientific findings in simple language for the general reader. In addition, he discusses existing remedial measures and offers some of his own. In shouldering the latter task he sometimes proceeds from debatable premises, and sometimes his recommendations are merged with good fatherly advice as in the chapter on rational marriage. In the main, however, his recommendations are lodged within the framework of existing scientific knowledge and he cautions the reader to be wary of hasty reforms. Despite an occasional tendency to preach, the author is by no means to be classed with the ready reformers.

A good example of the author's objective approach is afforded in the chapter on racial theories. He exposes the lack of scientific support of the theories of Nordic or Aryan superiority and urges that eugenic societies take an official stand against the absurdities and horrors committed in the name of racialism. Coming closer home to us, he states: "It matters not whether the Immigration Laws of 1924 in the United States were enacted in benefit of society or not. . . . But it matters a great deal that in this particular instance scientific facts were distorted for political aims. This is a dangerous practice."

CLYDE V. KISER
Milbank Memorial Fund, New York

Trenchant and Terse

THE FUTURE OF THE LIBERAL COLLEGE, by Norman Foerster. Appleton-Century Co. 103 pp. Price $1.25 postpaid of *Survey Midmonthly*.

IN these five essays Professor Foerster pictures what might equally as well have been called the decline and fall of the liberal college in America. It is perhaps a sign of the times, and a sign of hope as well, that there should be so much contemporary discussion of the first principles of a liberal education. To that discussion Professor Foerster contributes a vigorous conviction set forth in the distinguished style which his readers have come to expect and welcome from him. If there is little here that is new, there is much that is trenchant and terse.

The thesis is simple and familiar. We live in a materialistic and humanitarian age. If any reader wonders at that combination of adjectives, he will find an eloquent if not entirely palatable defense in the first essay, where the author pleads for a return to the spiritual and humanistic values of an era when people endured and even welcomed physical pain because they knew no better. Our so-called liberal education has succumbed to the demands for utilitarian success and for that realization of individual caprice known as progressive education. We must return to the high and stern

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ideals of the past; we must educate "free" men and women; we must inculcate a common culture; we must build again a sense of the dignity of man which depends upon the recognition of religious and humanistic values.

So bare a summary does slight justice to Professor Foerster's biting attack on the many contemporary lapses from the educational ideal—his caustic analysis of the experimental philosophy of education of John Dewey and his collaborators; his penetrating comments on the Chicago plan; his summary in the fourth and ablest essay of the various proposed principles for determining the curriculum of the liberal college. If his own solution, which would put the reading of great books at the core of a liberal education, leaves one feeling a little empty-handed, it is nevertheless argued with keen ability and with an honest recognition of its consequences for the ordinary college course—consequences which it would be worth any educator's time to reflect upon in the light of his own professed principles and practice.

Swarthmore College JOHN W. NASON

Root, Stem and Fruit

RETHINKING RELIGION, by John Haynes Holmes. Macmillan. 249 pp. Price $2.25 postpaid of *Survey Midmonthly*.

JOHN HAYNES HOLMES here has written his testament of liberal modernism, intended to be "a reasonable faith for modern man." He believes that by rethinking religion in modern times, much of the traditional superstructure of religion can be discarded and yet man can be grounded in a vital and compelling religion that will keep alive the stem on which rich social fruits have grown.

In this process of rethinking Dr. Holmes, in his first chapter, slays the demon of the supernatural and declares that if God exists, "He is revealed not in miracles or signs or wonders but in the perfectly natural phenomena of sky and sea and earth as heralded by the heart of man." Thus he finds God as the surge in the evolutionary process propelling it upwards. He hints that under ideal conditions there would need be no church. Until these ideal conditions exist, however, the earthly church has a function as a radical, uncompromising "association of men and women, unbound by theological creed or ecclesiastical control, who seek fellowship in the common service of the common good . . . existing right in the midst of our prudential and cynical society, in which it may prove, in terms of experience, the practicability of love and brotherhood. It will tolerate no prejudice, foster no hatred, do no injustice, permit no violence, seek no low aims or mean pursuits, above all tolerate no divisions."

The question which arises in the mind of the serious reader is not one of whether Dr. Holmes' church will be subject to heresies or divisions. The high degree of his agreement with the all-tolerant "modern mind" which he is addressing is assurance enough of that. The question is rather whether this broad, all-embracing cosmic worship, which he affirms, has in it the power to transform men and orders, to create the single-minded devotion, not to a given social system or a popular leader but to One who revealed a way of life that has yielded its fruit in a Bernard of Clairvaux, a Francis of Assisi, a Gerard Groote, a Thomas More, a George Fox, a John Woolman, a Kagawa, a Schweitzer, whom Dr. Holmes so deeply admires, and in the unheralded millions of ordinary men and women whose lives have been shaped by the worship of a personal God who was the Lord of all. At-

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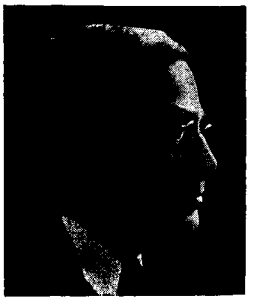

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tempts to gain the exclusive social fruits of religion which, like this book, belittle solitude, which evaluate the whole of the monastic movement solely in terms of its contribution to learning and social betterment, which attack the basis of reverence and awe and the sense of holiness before the all-perfect that has led to pointing man beyond the natural, which would renovate and provide "a growing God for a growing world" and which would exalt self-reliance to a Beatitude, these attempts may find in the end that they have destroyed the very root they sought to nourish and have grafted their hope upon a barren stem. What is more than a strong case may be presented for the fact that it was out of this stem of an utter devotion to a God who is both beyond and within, that the very fruits which John Haynes Holmes so impressively attributes to the Christian religion, drew their nourishment.

Haverford College DOUGLAS V. STEERE

The Long, Long Road

THE HISTORY OF PUBLIC WELFARE IN NEW YORK STATE, 1609-1866, by David M. Schneider. University of Chicago Press. 395 pp. Price $3 postpaid of *Survey Midmonthly*.

IN recent years increasing attention has been given to the history of public assistance in the United States. Thirteen states have been covered by different writers—Connecticut (1905), Pennsylvania (1913), Iowa (1914), Massachusetts (1922), New Jersey and Ohio (1934), Kansas (1935), Indiana, Rhode Island, and Michigan (1936), Montana (1938), Illinois (in press). And now comes the first volume of Mr. Schneider's valuable study of New York State history. Eight of these books, including the one here reviewed, are comprised in the series, "Poor Law Studies" sponsored by the Chicago School of Social Service Administration.

The title of the present study indicates a broader scope than that of the other histories mentioned. The whole field of public welfare is covered. The problems of public assistance naturally are given major emphasis, but entire chapters are devoted to delinquent, defective, and neglected children, to the immigrant poor, and to the care of special dependent groups. In addition brief reference is made to private assistance, particularly in the years following the establishment in 1843 of the New York Association for Improving the Condition of the Poor.

In the earliest period we see ecclesiastical control of public assistance; in the main it was, of course, control by the Dutch Reformed Church, in contrast to the Congregational administration of poor relief in Massachusetts. The small amount of poverty in those days is reflected by the fact that from their poor funds the "deacons were accustomed to loan out surplus money at interest." From the start, settlement problems were the chief concern of administrators. The statute of 1721, for example, provided that if a man were removed from a locality for fear he might become a public charge and should thereafter return, he should receive "not exceeding thirty-one lashes on the bare back."

Local outdoor relief was the norm until after the Revolution. Though it was provided in the act of 1788 that persons refusing almshouse care were not entitled to public assistance, outdoor relief continued. It seems to have been reduced considerably by the County Poor House Act of 1824, but it persisted more or less through the following years, particularly in New York City. By the last-named act there was introduced into the New York poor law the serious complication of county responsibility, existing alongside of a limited responsibility of the smaller local units.

In reading these pages it is interesting to note the early precedents for policies now well-established: work relief, in 1658; and state aid, direct state relief, and categorical relief, during the Revolutionary War. It is interesting also to find indications of many attitudes with which social workers of today have to contend. Thus, the industrial scrapheap for men past the deadline comes to mind when one reads that in the early 1700's it appears to have been a "widespread practice for slave owners to manumit aged or infirm slaves in order to escape responsibility for their care." Again, recent "work-sharing" proposals are recalled when we note the action taken by a committee of the New York City Aldermen in the depression year of 1808. Discovering that by a one fifth reduction of daily wages to men employed on the new city hall it had been possible to employ more men at no increased cost, the committee urged the extension of the plan on the ground that "a twofold good would result: the employment of our citizens who are in distress, and their labor obtained at a reduction of 20 per cent from the usual rate of wages." The dictum of the Humane Society a year later after an investigation into the "sources of vice and crime," comes closer home to social workers. It read: "By a just and inflexible law of Providence misery is ordained to be the companion and the punishment of vice." No reference whatever is made to economic factors as possible causes of poverty in that depression year. By 1855 a faint new note is first heard. In the midst of another depression the New York AICP declared that "the most remarkable feature in the general distress was the respectable character of many of the applicants." It remained, however, for Walt Whitman to point out the fundamental problem—the paradox of poverty in the midst of plenty. Writing to a Brooklyn daily he declared that "the granaries of the land are filled with harvests of the year and, strange to tell, the philanthropic are everywhere meditating by what means famine shall be kept from our doors."

This history of public welfare in New York is all that such a book should be—objective, scholarly, thoroughly documented, provided with summaries at the end of each chapter, and adequately indexed. The volume has established a standard to which histories of public welfare in the still unstudied sections of our country should conform. The second volume will be awaited with eagerness.

Upper Montclair, N. J. FRED S. HALL

Tentative Conclusions

MENTAL DISORDERS IN URBAN AREAS: AN ECOLOGICAL STUDY OF SCHIZOPHRENIA AND OTHER PSYCHOSES, by Robert E. L. Faris and H. Warren Dunham. University of Chicago Press. 270 pp. Price $2.50 postpaid of *Survey Midmonthly*.

VARIOUS social studies have indicated that specific areas are responsible for peculiar reactions to life. This book is significant in that the authors approach the problem of mental disorder by utilizing the ecological technique. In their attempt to examine the spatial character of relations between persons with different mental disorders, they offer a definite challenge to the psychiatrist, biologist and epidemiologist.

The authors have analyzed the urban history of 34,864 cases of mental disorder admitted to four state hospitals and eight private sanatoriums during a thirteen-year period, and have analyzed the basic difference in terms of local social groupings in the community. The insanity rates, determined on the basis of various urban zones, were found to bear some relation to the ecological structure of the city. Various mental disorders were studied but particular attention was given to the distribution of schizophrenia. They worked upon the hypothesis that communication and isolation play definite roles in affecting mental life and mental breakdown. Their tentative conclusion, that manic-depressive reactions are related to the interplay of family relationships and personal contacts, call for further investigation. This is equally true for the conclusion that schizophrenia arises from isolation, and from definite patterns related to high mobility of population and to areas of the foreign born and the Negro.

The method of research, combining sociology and medicine, is profoundly important and should be employed in broader studies of the distribution of insanity in cities of various sizes and types. There can be little doubt that the mind and society have much in common and while the human mind builds society, society likewise is effective in determining

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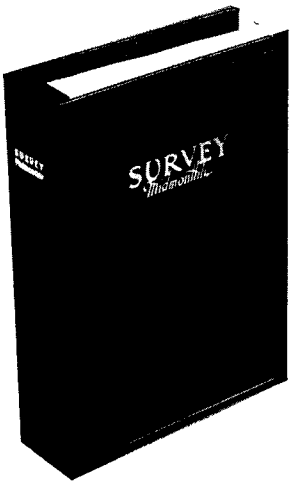

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some of the activities of the mind. Mental physiology is related to the processes of social interaction and, therefore, social planning may be of great significance in determining the mentality and behavior of a growing generation.

Messrs. Faris and Dunham do not claim that they have found a solution to the problem of the psychoses. Social communication may not prove to be dominantly significant. They have announced a hypothesis and have attempted to draw conclusions without, however, having achieved a conviction other than the necessity of pursuing further their mode of inquiry.

New York IRA S. WILE, M.D.

Probation Progress

THE OFFENDER IN THE COMMUNITY. 1938 YEARBOOK OF THE NATIONAL PROBATION ASSOCIATION, edited by Marjorie Bell. The National Probation Association. 396 pp. Price: paper, $1.25; board, $1.75. Postpaid of *Survey Midmonthly*.

AS Judge Braude of the Chicago boys' court says in Chapter V of this book, we do not salvage human material by sending anybody to jail. Penal institutions do not cure social ills, and reformatories do not reform. Put a boy behind bars for as short a period as a week and you do his moral fabric irreparable damage. Charles M. Schermerhorn, San Francisco probation officer, finds that delinquents are not bad but are responding in the only way they know to the unwholesome situations in which they find themselves. As to their treatment, Dr. Samuel Hartwell, professor of psychiatry at the University of Buffalo, believes that human change comes largely from human contacts. Glen Grant of the National Recreation Association agrees that character is caught not taught.

Such challenging statements lead us to scan this book with interest to see what actually is being done to recognize the causes of undesirable behavior and treat the offenders without imprisonment. Probation has celebrated its sixtieth anniversary. Only nine states are without adult probation of some sort. Five thousand probation officers are in the field, and standards slowly have been raised to a level requiring college preparation with emphasis on social work.

This yearbook, made up of twenty-seven papers originally presented at the 1938 conference of the Probation Association, reflects widening horizons not only in probation but also in allied fields. Some of the discussion is trite, but as a whole the volume makes an important contribution to the understanding of the offender and his relationship to the community.

New York JAMES HARGAN

As Good As Ever

COMMUNITY HEALTH ORGANIZATION: A MANUAL OF ADMINISTRATION AND PROCEDURE PRIMARILY FOR URBAN AREAS, edited by I. V. Hiscock. Third edition. Commonwealth Fund. 318 pp. Price $2.50 postpaid of *Survey Midmonthly*.

PROBABLY the most important single volume ever published for the use of the health administrator and the student of public health is "Community Health Organization," the first and second editions of which appeared respectively in 1927 and 1932. The third edition now brings the document up to date.

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Almost every chapter has been rewritten to some extent; those on epidemiology and on voluntary health service have been considerably expanded. A new chapter, "The Health Survey," has been added. This new summary of the soundest administrative health practice will be as invaluable as its predecessors.

Yale University C.-E. A. WINSLOW

How People Change

MIGRATION AND ENVIRONMENT. A STUDY OF THE PHYSICAL CHARACTERISTICS OF THE JAPANESE IMMIGRANTS TO HAWAII AND THE EFFECTS OF ENVIRONMENT ON THEIR DESCENDANTS, by H. L. Shapiro. Oxford University Press. 594 pp. Price $7.50 postpaid of the *Survey Midmonthly*.

SOME thirty years ago, Franz Boas demonstrated by measurements of immigrants and their children that environmental stimuli can effect changes in the human body within a single generation. Anthropologists have been searching since, not only for additional proofs but also for an adequate explanation. Dr. Shapiro's studies in Hawaii and in the homelands of Hawaiian immigrants are, however, the first thorough inquiries into this theoretically as well as practically important subject.

The present volume reports on one of these studies, a comparison of quantitative and qualitative physiological data for Japanese immigrants, their Hawaiian-born children, and members of the families of the migrants who have remained at home in Japan. The conclusion, corroborating that of Professor Boas, is that the physical characteristics of man do not, as has usually been assumed, remain stable over hundreds or thousands of generations but are capable of substantial changes in a single generation under as yet incompletely revealed environmental influences.

Measurable changes, both as to qualitative and quantitative characters, fully appear in the migrant group itself. These changes become more marked among their children, born under the new influences, apparently not only because of a rise in prosperity but also because a larger proportion of the second than of the first generation follow occupations different from those of their kin in Japan. The Hawaiian-born show no tendency to further qualitative change from that of their immigrant parents, but quantitative traits, particularly height, undergo considerable further modification. While no conscious selection has affected recruiting for emigration, Dr. Shapiro concludes that some selective factor has been at work to account for the organic adaptability of the adult migrants to new conditions.

Almost three hundred pages of tables present the evidence which possibly may suggest to the student other explanations and speculations than those given by the author. His generalizations, however, are so cautious that they are hardly likely to produce strong dissent.

BRUNO LASKER

Two Thousand Titles

BIBLIOGRAPHY ON CONSUMER EDUCATION, by George C. Mann. Harpers. 286 pp. Price $4 postpaid of *Survey Midmonthly*.

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George C. Mann, chief of the division of adult and continuation education of the California State Department of Education, has been at work on this bibliography for the past three years. As the author states in his preface, the present trend of consumer education is away from the sensational exposure type which predominated during the early history of the movement and is toward constructive and informative articles and books.

MABEL SKINNER

Run of the Shelves

SOCIAL SECURITY, by Maxwell Stewart. Norton. 398 pp. Price $3.50 postpaid of *Survey Midmonthly*.

A REISSUE of a book first published in 1937. Two new chapters give recent developments in the field and the author's analysis and interpretation of present social security trends.

PROBLEMS OF MODERN SOCIETY, by Paul W. Paustian and J. John Oppenheimer. McGraw-Hill. 571 pp. Price $3 postpaid of *Survey Midmonthly*.

THIS introduction to the social sciences was planned as a textbook for college students, though it seems equally suitable for highschool use and for adult study groups. Cutting across many of the traditional categories of economics and sociology, the subject matter is divided into four groups of problems: wealth and social organization, population and race, social control, international problems. The book is an intelligent effort to supply a much needed type of introductory text.

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NATIONAL CHILD LABOR COMMITTEE—419 Fourth Ave., N.Y.C. Promotes child labor legislation, state and federal; conducts investigations; advises on administration; maintains information service.

AMERICAN LEGION NATIONAL CHILD WELFARE DIVISION, 777 North Meridian Street, Indianapolis, Ind. Three-phase program: Education; legislation for benefit of all children; temporary material relief to children of veterans of World War. Emma C. Puschner, Director.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. Paul H. King, President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. *"The Crippled Child"* magazine, bimonthly, $1 a year.

Foreign Communities

NATIONAL INSTITUTE OF IMMIGRANT WELFARE—1270 Sixth Avenue, New York. A league of International Institutes, Citizenship Councils and other local agencies specializing in the interests of the foreign-born. Gives consultation, field service, program content to agencies engaged in any form of constructive effort for the foreign-born in local communities.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

BIRTH CONTROL FEDERATION OF AMERICA —A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman of the Board, Richard N. Pierson, M.D. General Director, Woodbridge E. Morris, M.D.

THE WOMEN'S FIELD ARMY OF THE AMERICAN SOCIETY FOR THE CONTROL OF CANCER, 1250 Sixth Avenue, New York City. An educational group of lay women active in forty-three states under the supervision of physicians representing state medical societies. Information, literature, speakers, newspaper articles may be secured without charge.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; **MARGARET SANGER,** Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Negro Education

TUSKEGEE INSTITUTE, Tuskegee Institute, Alabama. Founded by Booker T. Washington. High school and college both accredited. Curricula designed to prepare Negro students to meet the vocational and social needs of successful living. F. D. Patterson, President.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS —297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry cooperatively; i.e. Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President: John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organizations in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity, and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK —Grace L. Coyle, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-seventh annual convention of the Conference will be held in Grand Rapids, Mich., May 26-June 2, 1940. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF CINCINNATI, Cincinnati, Ohio
Program of Training for Public Welfare Administration

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Rev. Edward S. Pouthier, S.J., L.L.S., *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N. W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
W. I. Newstetter, *Dean*

ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Rev. Joseph Husslein, S.J., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Emory S. Bogardus, *Dean*

UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
A. E. Grauer, *Director*

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Arlien Johnson, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
Frank J. Bruno, *Head of Department*

WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, *Dean*

COLLEGE OF WILLIAM AND MARY, School of
Social Work and Public Health, Richmond, Va.
Henry H. Hibbs, *Dean*

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